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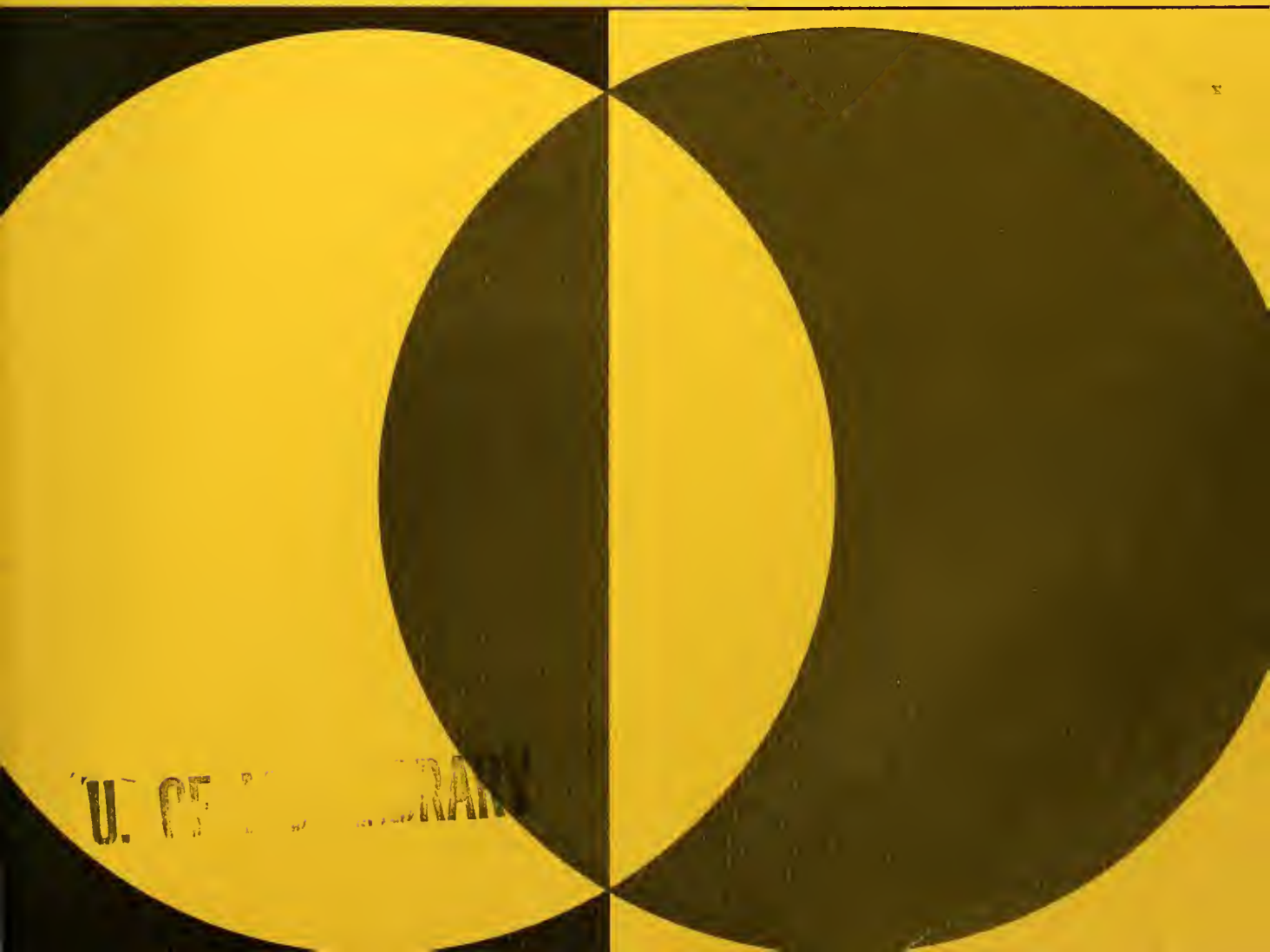
MANPOWER NEEDS STUDY FOR MARYLAND LOCAL & STATE GOVERNMENT

WASHINGTON CENTER FOR METROPOLITAN STUDIES

PREPARED FOR MARYLAND DEPARTMENT OF STATE PLANNING



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Maryland. State Planning Dept.
Publication

MANPOWER NEEDS STUDY FOR MARYLAND LOCAL AND STATE GOVERNMENT

Written by

Andrew W. Boesel
and
A. Lee Fritschler

Prepared for
The Department of State Planning
The State of Maryland

The preparation of this report was financed in part through a comprehensive planning assistance grant from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954, as amended.

1970

The Washington Center For Metropolitan Studies
1717 Massachusetts Avenue, N.W.
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ABSTRACT

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ABSTRACT: This report points out the nature and extent of current and future manpower needs for the state government and nonmetropolitan local governments, in the respect to administrative, professional, and technical (APT) personnel engaged in community development. The report examines the types of employees working in the state and local public service, discusses personnel systems and practices, and reviews educational and training opportunities for local and state government careers. The report presents a recommended plan of action for nonmetropolitan local governments, the state government and institutions of higher education to meet public service manpower needs and problems.

THE WASHINGTON CENTER
FOR METROPOLITAN STUDIES

1717 Massachusetts Avenue NW Washington DC 20036 | 462-4868

September 15, 1970

Mr. Vladimir Wahbe
Secretary
Department of State Planning
301 West Preston Street
Baltimore, Maryland 21201

Dear Mr. Wahbe:

It is a pleasure to submit to you the Manpower Needs Study for Local and State Government which has been prepared by the Center under our contract with the Department of State Planning. This report has been written by Andrew Boesel, a research associate at the Center, with the assistance of A. Lee Fritschler, Associate Professor, School of Government and Public Administration, The American University.

This report is based on a systematic analysis of state and local government needs for community development manpower. The findings and impact of this study go beyond the geographic boundaries of the local governments, for the report points out the necessity of regional and statewide approaches to meeting public service manpower needs and problems. The report seeks to lay the foundation for stronger, more effective state government action in meeting local manpower problems.

This report is more than a collection of data on manpower needs and problems. Instead, it represents a plan of action for local governments, the Department of State Planning and other state agencies, and institutions of higher education to follow in meeting public service manpower needs. These action plans also show how available resources can be applied to meet, and hopefully, solve these problems. This study has pointed out the need for the state government to develop training programs geared specifically to the needs and desires of local government officials.

We hope that this report will prove beneficial to the Department of State Planning in meeting public service manpower problems during the coming decade.

Sincerely yours,

Royce Hanson

Royce Hanson
President

PREFACE

One of the major handicaps faced by state and local governments in attempting to solve increasingly complex community development problems is the critical shortage of adequately trained administrative, professional, and technical (APT) personnel, especially in the field of community development. Without these employees, governments are often unable to provide the necessary services, at the necessary levels of quality, demanded of them. Furthermore, the effectiveness of planning for future growth and development depends on the quality of APT personnel.

This critical component of the public service, community development APT employees, has received little analysis by key government officials, university and college faculties, and other individuals concerned with the public service. This report seeks to remedy this lack of analysis by pointing out the types of APT manpower problems that will be encountered during this decade. The report and accompanying action plan will provide the framework for the continuing discussion and analysis of manpower problems.

The Department of State Planning has become increasingly aware of the need for a systematic analysis of these APT manpower problems, realizing that random, uncoordinated attacks would not suffice. Effective long-term solutions are felt to be based on the development and implementation of a comprehensive public service manpower plan.

This study seeks to accomplish the following: (1) to identify the full range of APT and supporting personnel working in the broad area of community development; (2) to gather factual data on current and future manpower needs, and on the education and work experiences of current employees; (3) to review and analyze existing and proposed education and training programs for local and state employees; and (4) to develop new programs and approaches to allow state and local governments to meet their manpower needs.

This study is concerned with the community development manpower needs of the state government and nonmetropolitan local governments. Local government manpower needs in the Washington and Baltimore metropolitan areas

are being analyzed through studies carried out by the Metropolitan Washington Council of Governments[1] and the Regional Planning Council, respectively.

It is not possible to specifically thank the individuals and agencies who provided assistance and information in carrying out this study. However, we must first thank the Department of State Planning for its guidance and patience. The professional staff of the Department provided the project's research staff with much valuable information about local and state government manpower needs and served as the principal liaison between the Washington Center and the governments.

In this regard we must express a great deal of appreciation to the work of both Mr. Clarence Harris and Mr. Taylor Hall in providing the necessary leadership for this study. At the same time, we cannot overlook the excellent cooperation and assistance received from the Department's three regional planners with whom the project staff worked. These individuals are Mr. Leon Etzler, Mr. William Livingston, and Mr. Richard Schaub.

The project staff would also like to thank the local and state government officials who so graciously gave up some of their valuable time to talk with us about public service manpower problems. Additionally, our thanks go to the APT employees who participated in the questionnaire survey.

We are deeply indebted to the professional staff of the Washington Center for Metropolitan Studies who worked on this study, especially Mr. Barry Nestor, who did much of the interviewing work, and Miss Peggy Powell, our secretary for this study. Finally, and most importantly, the project staff is sincerely appreciative of the guidance and direction provided by Dr. Royce Hanson, president of the Washington Center for Metropolitan Studies. Dr. Hanson's knowledge of public service manpower problems stemming from his work with the Municipal Manpower Commission proved to be extremely beneficial to our work.

---

1. Andrew Boesel and A. Lee Fritschler, Local Government Manpower Plan for Metropolitan Washington (Washington: Washington Center for Metropolitan Washington, 1970). Inquiries about obtaining copies of the report should be addressed to the Metropolitan Washington Council of Governments, 1225 Connecticut Avenue, N.W., Washington, D.C. 20036.

This assistance and guidance have been immensely helpful, but it must be recognized that the findings and recommendations of this manpower plan are the products of the project staff and the Washington Center for Metropolitan Studies.

Andrew W. Boesel
A. Lee Fritschler

September 1970

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SUMMARY OF FINDINGS

Critical manpower problems face Maryland state government and nonmetropolitan local governments.[1] This report looks at some of them, with emphasis on administrative, professional, and technical (APT) personnel involved in community development work. Community development includes planning, code enforcement, urban renewal, housing, recreation, and general management. This report examines current manpower shortages, projects future manpower needs, analyzes the types of employees in the public service, discusses approaches to personnel administration, and reviews educational and training opportunities for the public service.

This report grows out of the increasing awareness by the Department of State Planning of the need to begin a comprehensive manpower planning process for employees and officials in state and local government concerned with community development.

Community Development Manpower Needs in Maryland

Nonmetropolitan local governments, cities and counties, and the state government face a decade during which the demand for APT personnel in community development will be substantially increased. During the past decade, Maryland state and local government employment has increased at a rate equal to or greater than any other segment of the labor market.

In most nonmetropolitan local governments, limited attention has been given to community development activities. Few manpower resources have been allocated for community development work. Where community development APT positions have been established, the governments have had difficulty attracting and retaining qualified staff. The vacancy rate for state government APT positions is very high. Projections of future growth would indicate a worsening of the supply of APT manpower in community development.

---

1. Local government manpower in the Baltimore and Washington metropolitan areas is examined in studies sponsored by the Regional Planning Council and the Metropolitan Washington Council of Governments, respectively. The report for the Washington area, entitled Local Government Manpower Plan for Metropolitan Washington, was prepared by the Washington Center for Metropolitan Studies.

The major functional areas where persistent manpower shortages exist are: planning, general management, engineering, and code enforcement. State government vacancies are generally for highly trained specialists. In the nonmetropolitan local governments, the primary need is for generalists.

Salary is not the primary reason for these vacancies. Other important factors affecting APT vacancies include: ineffective recruitment practices, restrictive residency requirements, limited job security due to the absence of merit personnel systems, limited opportunities for promotion, inadequate housing and public school systems, remoteness from cultural activities and personal services, and insufficient availability of continuing educational and training resources.

State government APT employment in community development will grow appreciably during the coming decade. So too will employment in the nonmetropolitan local governments, but some governments will grow faster than others. Cecil, Charles, and Frederick Counties have the highest projected growth potential.

State and local employment growth will be due to increasing population, changing development patterns, new government services and programs, current under-allocations of manpower resources, and applications of new management technologies.

To effectively manage this growth and to better meet current needs, it is recommended that a comprehensive public service manpower planning process be established. This planning process should include accurate data on current employment levels, information about the types of employees in the public service, an inventory of educational and training resources, and employment projections.

Public Service Manpower: An Inventory and Assessment

Statewide, the average community development APT employee is white, male, and over 35. In the local governments surveyed, only the City of Cambridge had any blacks in APT positions. About 6 percent of the state's APT work force in community development are black.

Women comprise about 15 percent of the APT employees in both state and nonmetropolitan local governments. Female employment, however, is concentrated in a few departments. In the state government, most women are employed by the Department of Employment Security. In the local governments, most women are employed in the Clerk to the County Commissioners' Office, by the County Treasurer, or in the City Clerk's Office.

The two basic characteristics of employee work histories are the narrow, tunnel-like career patterns within the government and a high incidence of prior work experience. Employees have held few different jobs in their current government. Any mobility ends at department lines. Previous

work experience is most likely to have been in private industry with public service experience (federal, state, or local government next in order).

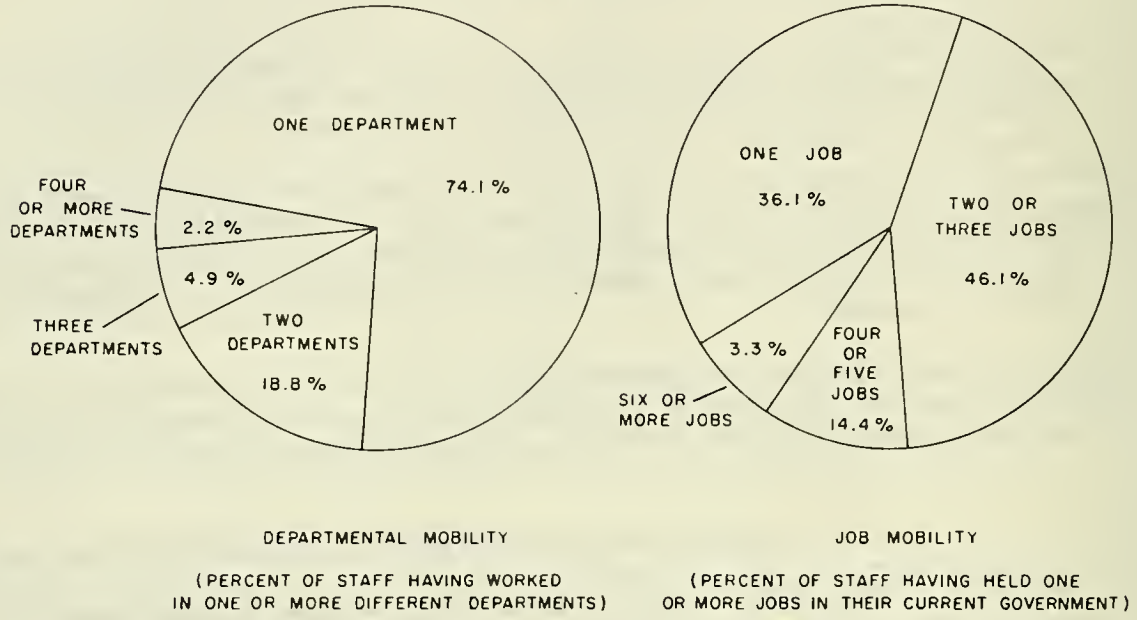

FIGURE 1

STATE GOVERNMENT JOB MOBILITY

State employees have a significantly higher educational level than nonmetropolitan local government employees. Over half of the state employees surveyed had at least a bachelor's degree. Slightly less than 30 percent of the local employees have a B.A. Local and state government officials are unaware of the educational background of their employees. They are quite certain, however, that government is not attracting the top college graduates.

The overwhelming majority of local and state employees are satisfied with their current job. Salary levels are the most dissatisfying job aspect in both local and state government. Limited opportunities for promotion and insufficient in-service training also cause a great deal of employee dissatisfaction.

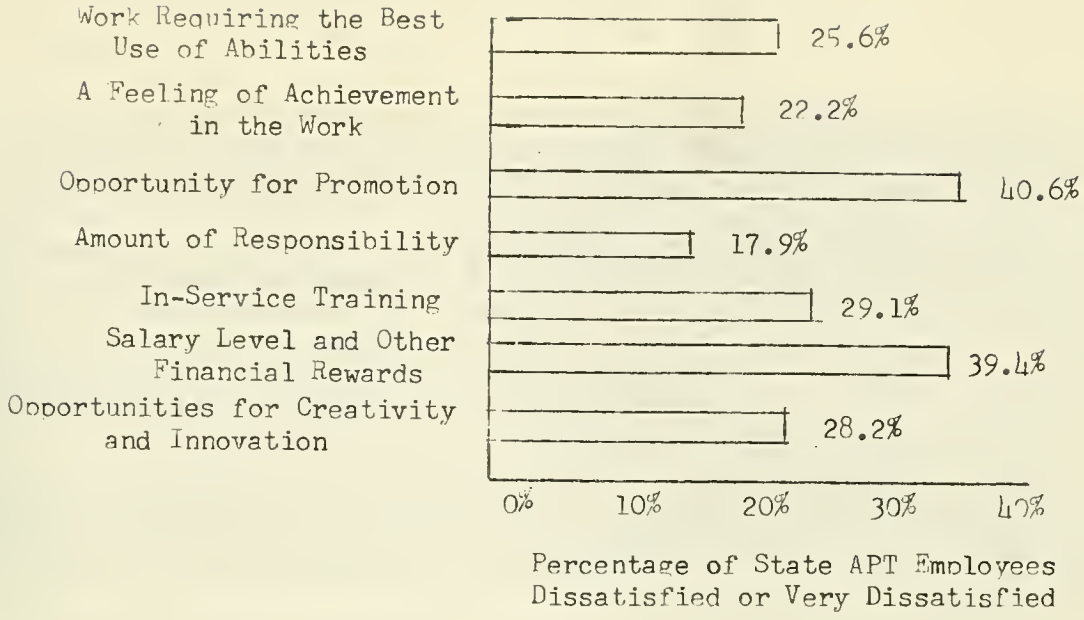

FIGURE 2

JOB DISSATISFACTION

Local and state employees feel their governments have been successful in dealing with such issues as improving the physical structure of the community, increasing the economic well-being of the area, and reaching effective solutions to social problems.

APT employees have a favorable view of private industry employment. They feel their opportunities to be creative and innovative and to earn more money would be greater in private industry. They do not perceive any major differences between their current government and any other local or state government concerning salary levels or opportunities for creativity or public service.

Current public service manpower resources are stretched quite thin. Future growth projections would indicate that this situation will grow worse. However, employees and officials are optimistic about their ability to meet and solve community development problems.

Personnel Management for Community Development Manpower

Personnel management needs to be strengthened significantly in non-metropolitan local governments. At the state level, more attention must be given to refining and improving existing personnel practices and policies. Because the Governor's Operating Economy Survey recently completed a thorough study of state government personnel administration, this report is more concerned with local government personnel administration.

In the majority of the local governments surveyed, merit personnel systems have not been established. In those governments which have some form of merit system, our questionnaire and personal interviews reveal that patronage, based on friendship and other alliances, continues to play a significant role in local government personnel administration.

Personnel administration in most nonmetropolitan local governments is largely a "clerical" function: processing job applications, handling job requests, maintaining employee files, and administering the payroll.

Few local governments have organized personnel systems. Responsibility and authority for personnel activities is dispersed throughout the government. Personnel practices and policies vary greatly among the governments. Classification plans, where they exist, are incompatible with each other. Little attention is devoted to developing and implementing outreach recruitment efforts. Most efforts are severely curtailed due to administrative and political pressures to hire only local residents.

Until recently, State or local governments had done little significant APT manpower planning. Additionally, it is evident that local governments have made little effort to hire women and minority group members for APT positions.

Although local and state officials have begun to give some thought to government policies and actions necessary to deal with the rapidly increasing unionization of the public service, effective labor-management relations can only be developed when officials are fully cognizant of the importance of public employee unions, associations, organizations, etc., in their government.

There is evidence that many APT employees are underutilized. Employees and officials feel that many required job qualifications do not accurately reflect work duties and responsibilities. These qualifications are too high. A thorough review of job standards could facilitate the expansion of paraprofessional positions and other new career patterns.

COULD PARTS OF YOUR JOB BE DONE BY PARAPROFESSIONALS?

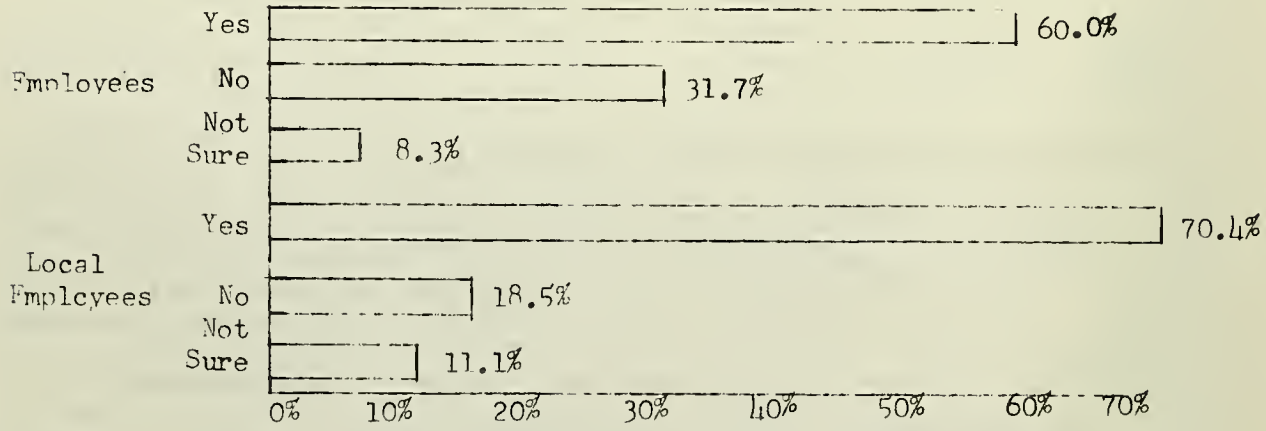

FIGURE 3

JOB UTILIZATION

Middle management staffs need strengthening as does the back-up strength for top management positions in most agencies and departments. Officials realize that increased job mobility must be built into the public service to facilitate the development and utilization of management talents. Statewide or regional personnel systems offer one alternative for this management development.

Education and Training for the Public Service

State community development employees are significantly better educated than their counterparts in nonmetropolitan local governments. However, both work forces could stand improvement. State and local officials, for the most part, have an understanding of the importance of education and training, but current program efforts are very limited.

Nearly 60 percent of state employees surveyed have completed at least four years of college. Only 29 percent of the local employees surveyed have completed as much college. Local employees are much more likely to have ended their schooling at the high school level. Master's degrees and other advanced degrees are not common for the positions surveyed in both local and state government.

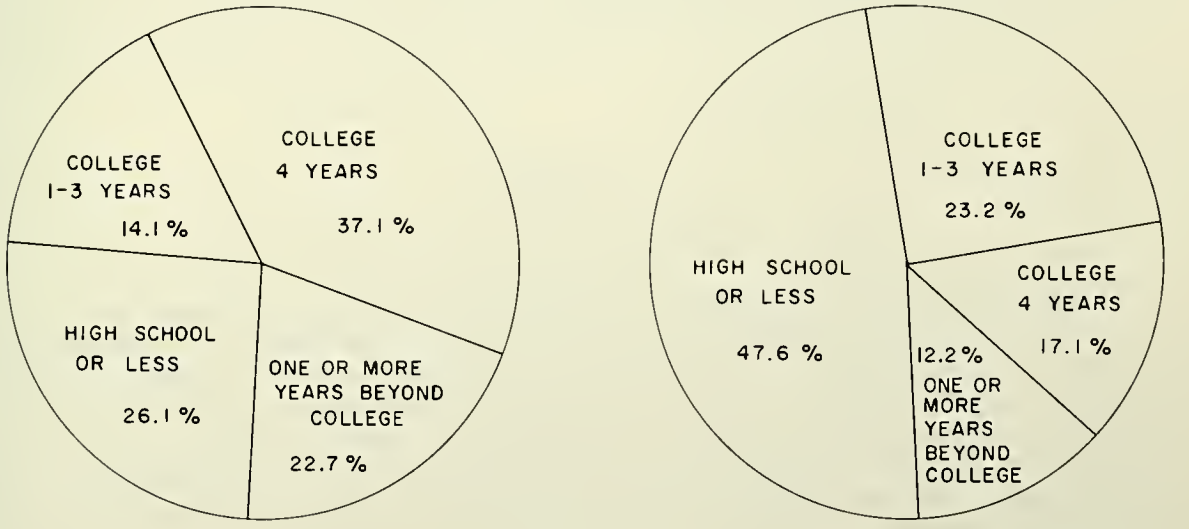
COLLEGE 1-3 YEARS 14.1 %
COLLEGE 4 YEARS 37.1 %
HIGH SCHOOL OR LESS 26.1 %
ONE OR MORE YEARS BEYOND COLLEGE 22.7 %
COLLEGE 1-3 YEARS 23.2 %
HIGH SCHOOL OR LESS 47.6 %
COLLEGE 4 YEARS 17.1 %
12.2 % ONE OR MORE YEARS BEYOND COLLEGE
STATE GOVERNMENT APT EMPLOYEES
NONMETROPOLITAN GOVERNMENT APT EMPLOYEES

FIGURE 4

EDUCATIONAL LEVEL

Over half of the state employees surveyed earned their highest degree at a college or university in the state. About one-quarter of these state-educated APT employees earned this degree at the University of Maryland. The impact of colleges and universities in Maryland is much less for local employees.

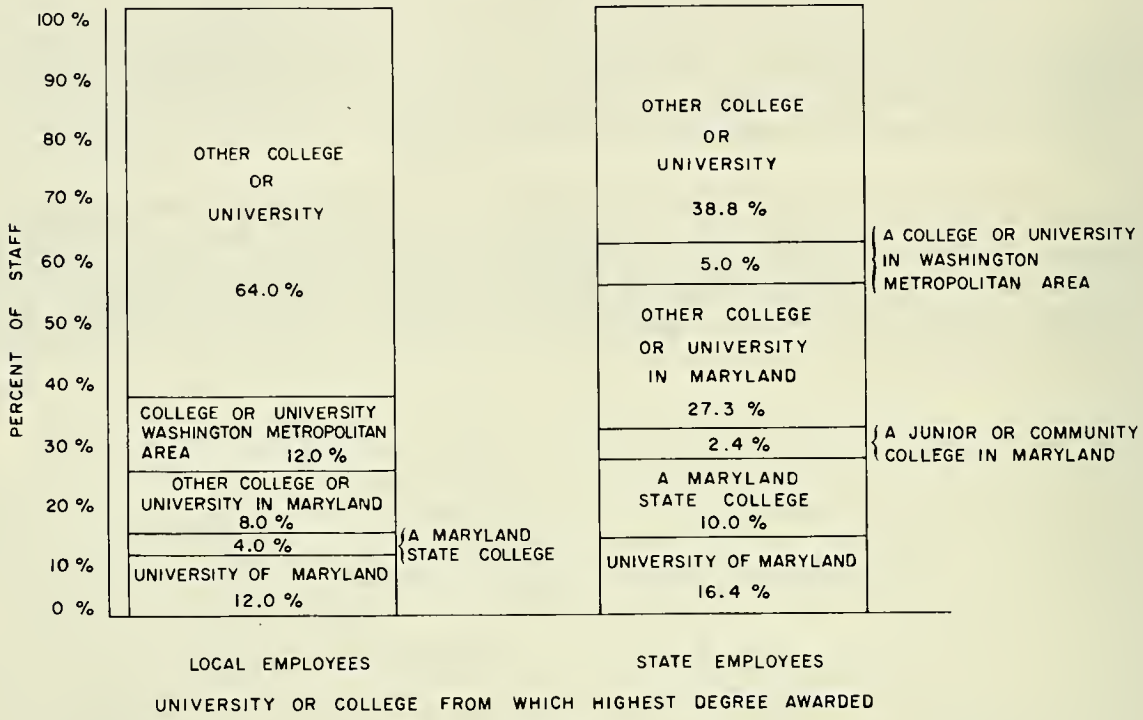

FIGURE 5

IMPACT OF MARYLAND COLLEGES AND UNIVERSITIES

Employees are interested in additional training and education. Nearly half of the employees surveyed participated in some form of continuing education or in-service training during a 12-month period. An additional 30 percent of the APT work force in community development wanted to take a training course, but for various reasons were unable to do so. The primary reason for state employees not being able to take this training was the unwillingness of the government to pay training costs. For local employees, the most important reason was the inability of employees to spare the necessary working time.

Nearly 90 percent of the employees surveyed in local and state government feel additional training would be helpful to them in their current job. Courses dealing with management and administrative skills were felt to be most important.

Maryland colleges and universities are slowly expanding their curricula and course offerings in urban affairs. Schools located outside the metropolitan areas lag behind other colleges and universities in the state. Special emphasis on programs relating to the public service is relatively recent, and few schools are moving in this direction.

Urban and public service courses and programs at Maryland colleges and universities have developed in response to internal pressures--faculty and students. There is a lack of effective communication between institutions of higher education and the state and local governments. Few officials interviewed were aware of what colleges and universities were doing in education and training for the public service.

Most of the local government post-entry training effort is directed toward tuition refund programs and allowing employees to attend workshops and seminars conducted by professional societies and associations. The state government does do some in-house training work. However, for the overwhelming majority of APT positions studied, continuing education and training are not an integral aspect of the career development process.

Planning to Meet Community Development Manpower Needs

The important public service manpower needs in community development will not be solved by random, periodic attention. Solutions rest with the implementation of a comprehensive manpower planning process. Solutions will also require greatly increased allocations of financial and manpower resources for community development activities. This planning process must be implemented now to prevent problems from becoming anymore critical.

CHAPTER I

COMMUNITY DEVELOPMENT MANPOWER NEEDS IN MARYLAND[1]

Nonmetropolitan local governments,[2] cities and counties, and the state government[3] face a decade during which the demand for administrative, professional, and technical (APT) personnel in the field of community development will be substantially increased. All local governments and the state government will feel this increased need, but in some governments the demand will be greater than in others. The APT growth in community development will be the result of increasing population, changing development patterns, new government services and programs, current personnel shortages, and existing manpower resource allocations.

In most nonmetropolitan local governments, limited attention has been given to the problems of community development. Staff members directly concerned with community development are generally few in numbers, and those governments that have begun to develop staffs in this field have had great difficulty in hiring and retaining qualified individuals. Projections for growth in the coming decade would seem to indicate that the community development manpower situation will become increasingly critical.

The fundamental manpower problems, therefore, in most nonmetropolitan local governments are the persistent difficulties in recruiting qualified APT employees for community development work and the limited allocation of financial and personnel resources to community development activities. There are, however, many other important manpower problems, including limited post-entry training and continuing education resources, insufficient pre-service education at both the graduate and undergraduate levels,

---

1. See Appendix A for a listing of the functional areas included in the field and community development. Basically, community development encompasses planning, development, and general management functions.

2. This covers local governments located outside of the Baltimore and the Washington Metropolitan Statistical Areas (SMSA). See Appendix A for a listing of local governments surveyed.

3. See Appendix A for a listing of state agencies and departments surveyed.

the general absence of personnel management systems and processes, the lack of comprehensive public service manpower planning, and the minimal attention devoted to creating public service career ladders and systems.

None of these manpower problems is easily solved. They are closely interrelated; hence action or inertia in one aspect of the public service manpower picture affects other areas. For example, higher entry salary levels may not attract qualified applicants if there is no merit system. Expanded training and educational opportunities may not be effectively utilized if promotional opportunities or job mobility remain limited. A comprehensive public service manpower plan, which systematically approaches community development manpower problems, is the only effective means of solving these problems.

Governments have been slow to recognize the nature of the manpower problem in all fields, but especially in community development. Because community development work has not been a prominent activity in nonmetropolitan local governments, manpower problems in this field have not been "visible." There has been little impetus for the governments themselves to study and analyze manpower problems. Furthermore, their capabilities for this kind of analysis are very limited. The state government has only recently begun to exert a strong role in community development.

In the past, whatever manpower studies there were concerned themselves almost exclusively with problems of shortages and vacancies. While these are serious problems, attention must soon be directed toward new approaches to meeting current and future needs, to developing new management strategies and systems, and to analyzing job structures and patterns.

Growth and Change in Public Service Employment

Local and state government employment throughout the country has been the fastest growing segment of the economy. During the decade 1955-1965, total local government employment nationwide increased by 63 percent. This was a rate of increase nearly four times that of total U.S. employment.[4] Employment increases in local and state government provided for more than one out of every two jobs added to the nonfarm sector of the economy. This employment increase was seven times that of the federal government in the same period.

In Maryland, local government employment has also been increasing at a rate equal to or greater than any other major segment of the labor market. Public administration employment increased by nearly 20 percent during the

---

4. Manpower in State and Local Government, 1965 and 1975 Washington, D.C.: U.S. Department of Labor, Bureau of Labor Statistics, Government Printing Office, December 1966, p. 5.

1960's; in contrast, manufacturing employment increased only 5 percent.[5] During the five-year period 1962-1967, employment in nonmetropolitan local governments increased by roughly 11.5 percent.[6]

Local government employment increase has been highest in southern Maryland and lowest in western Maryland. A few Eastern Shore counties, as well as Frederick and Cecil Counties, have had higher than average growth rates (see Table I-1).

TABLE I-1

PUBLIC EMPLOYMENT GROWTH PATTERNS

1962-1967

High Growth (40 percent or more)	
Calvert County	Salisbury
Charles County	St Mary's County
Moderate Growth (15-39 percent)	
Cecil County	Frederick
Cumberland	Queen Anne's County
Easton	Wicomico County
Frederick County	
Low Growth (0-14 percent)	
Cambridge	Hagerstown
Dorchester County	Kent County
Garrett County	Oakland
Declining Growth	
Allegany County	Talbot County
Caroline County	Washington County
Somerset County	Worcester County

Source: Census of Governments, 1962 and 1967, U.S. Department of Commerce, Bureau of the Census.

5. The Labor Force of Maryland. (Baltimore, Maryland: Department of State Planning, October 1968), p. 152. The department's definition of the industrial category of public administration includes civilian federal government employment. Therefore, actual growth figures for local and state government employment are probably slightly higher than the cited figure of 20 percent.

6. Census of Governments, "Employment of Major Local Governments." (Washington, D.C.: U.S. Department of the Commerce, Bureau of the Census, Government Printing Office, 1962 and 1967).

Non-education local government employment increased by approximately 4.2 percent during the 12-month period July 1, 1968 through June 30, 1969. There was a comparable rate of increase from July 1, 1969 through December 31, 1969.[7] State government employment increases have occurred at a similar rate.

Local and state officials interviewed are aware that APT employment is increasing faster than total employment, and that community development activities are increasing at a very high rate.

Although there appears to be a strong correlation between employment increases and population growth, the most important employment growth factor has been the adoption of new government services and activities, not all of which are the direct result of population changes. Some increases in government employment have been generated by the government's realization that certain services must be substantially strengthened in order to attract new population or economic growth. In other instances citizens have begun to demand of their governments programs and services in functional areas not currently handled by the government. A good example of this would be recreation programs.

Current Manpower Supply and Demand

Vacancies

The vacancy rate for the state government is considerably higher than for local governments. During the 18-month period, July 1, 1968, through December 31, 1969, the state vacancy rate ran at about 12.5 percent, compared to a median vacancy rate in nonmetropolitan local governments of about 3 percent. In these same local governments, the APT vacancy rate is somewhat higher.[8]

There are no significant regional variations for local government vacancy rates. Higher or lower vacancy rates seem to depend on local circumstances, as well as on "accidents of time", that is, the number of unfilled positions was high or low at the time of the survey, but may not represent long-term trends and forces. Local and state officials feel

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7. Percentages are based on data reported by nonmetropolitan local governments.

8. Data are not available from the state government on total APT vacancies. However, data from sample departments and agencies, as well as interviews with key officials, would tend to indicate that APT vacancy rates are at least as high as the overall rate.

that, on the whole, vacancy rates have been decreasing. This is especially true for blue collar, law enforcement, and clerical personnel.

However, these total personnel figures and vacancy rates are very misleading. There are critical shortages of qualified personnell in both local and state government. These shortages are most noticeable for APT employees in the field of community development. Many of these vacancies are "hidden" vacancies. In many governments persons without all of the formal job requirements, most significantly educational requirements, are filling APT positions. These vacancies are further hidden due to budgetary problems. In all nonmetropolitan local governments, budget allocations and authorizations for community development manpower fall far short of actual needs. If a government has not created or authorized planning and other community development positions, it obviously can report no vacancy problems.

There are four major functional areas within the general field of community development where either persistent recruitment and retention problems or hidden vacancies exist. These areas are: (1) planning, (2) general management, (3) engineering, and (4) code enforcement. The types of individuals and skills needed and the reasons for difficulty in recruitment are described below.

One important note must be added about the difference between the types of vacancies incurred by the state government and those in local government. State government vacancies are generally for highly specialized positions. In the nonmetropolitan local governments the need is for generalists, because of the smaller size of thir staffs and the much broader tasks and functions of their APT positions.

Planning. This activity covers both general land use planning as well as more specialized planning activities such as urban renewal and housing. Comprehensive planning is a relatively new activity for most nonmetropolitan local governments. Zoning controls have a much longer history. It is only within the last five years that local governments have begun hiring full-time professional planners. Prior to that time all planning activities were handled solely by planning commissions and similar citizen bodies. In many of the rapidly developing and growing governments there are still no full-time planners. Instead these governments rely on either the regional personnel of the Department of State Planning or private consultants.

Most of the planners in nonmetropolitan local governments have only a bachelor's degree and few have full membership in the American Institute of Planners (AIP). To increase further an already bleak picture, little comprehensive planning is being done by most nonmetropolitan local governments. Few planning agencies are giving much attention to physical development, social planning, transportation planning, or even basic land use planning. Instead, the planning function becomes merely the clerical function of reviewing zoning changes and similar activities. To use the words of one local planner, "most of my energy is devoted to keeping the

paper out of the door, because of the lack of staff support and a general low understanding of what planning is supposed to be all about. Planning really becomes zoning administration." This view that planning and zoning are synonymous is quite common in many nonmetropolitan local governments.

Current "real" vacancies in planning are few. The number of "hidden" vacancies is large. This study indicates that between 25 and 35 full-time professional planners could and should be hired by nonmetropolitan local governments in Maryland.

In the state government, there are serious shortages of highly specialized planners--social planners, park planners, health planners, etc. Departments do not feel they have had any difficulty in hiring and retaining generalist planners. The primary reason persistently cited for specialized planner vacancies is the universal short supply of these individuals, which is in large part due to the lack of college and university programs in these fields. All state government departments surveyed that hire planners indicated persistent vacancies in these specialized positions.

General Management. Most nonmetropolitan local governments have not created general management positions. Administrative officers, city and county managers, or administrative assistants to operating or elected officials are noticeably absent. In the local governments surveyed, none had established a position of city or county manager. However, some local governments have begun to consolidate administrative authority and direction in individual positions with such titles as executive secretary or administrative assistant to the county commissioners.

In other local governments, central administrative authority is vested in an individual like the county clerk or an operating official such as the city engineer. Few of the persons performing general management functions have had any formal education or training in public or business administration.

There are no real vacancies at this time for chief administrative officials, yet the hidden vacancies are sizeable. The findings of this study indicates that each nonmetropolitan government surveyed should create a general management position to be filled by a person trained in administration and management. For those local governments that have executive secretaries or similar officials, backup strength should be provided through the creation of deputy or assistant positions. In addition, large operating departments, such as public works and utilities, should be provided with some general management support through the establishment of positions such as administrative assistant to the department head or agency director.

Engineering. Nonmetropolitan local governments have experienced great difficulty in filling engineer positions. One problem has been that prospective employees have not had broad enough engineering experience to enable them to deal with the varied activities and functions in a local government. Existing staffs are not large enough to provide extensive on-the-job training. An additional factor is that most of local government engineering needs are in civil engineering, but colleges and universities have not been devoting much attention to this field recently.

Local government utilities also need more specialized engineers, such as electrical engineers and sanitary engineers. Governments have found the supply of these individuals to be quite limited.

The state government has need for generalist engineers, both civil and mechanical, as well as specialists, highway engineers, and marine engineers. State officials feel that the basic obstacle to attracting generalist engineers is salary levels. For specialists, again it is the problem of a universal short supply.

Code Enforcement. This manpower area covers local government employees involved in building, zoning, housing codes, and ordinance enforcement.[9] The most persistent vacancies that exist in this area usually are for building and housing inspectors. Most governments attempt to hire individuals who have had some experience in the building trades, although local government salaries, unfortunately, are too low to attract these individuals. Complicating the recruiting problem in most areas are severe shortages of building tradesmen.

In most governments, officials feel that additional staffing is needed for effective code enforcement, as well as for providing enforcement agencies with backup strength for current staff. However, one obstacle to full staffing is the high seasonal fluctuation in workloads. A possible solution to this problem is to make code enforcement personnel who are proficient in one activity responsible for other activities. For example, building inspectors would also become proficient in housing code enforcement. One inspector would also enforce electrical and plumbing codes.

Other Government Vacancies in Community Development. Various state agencies involved in some aspect of community development work do have highly specialized manpower needs. For example, the Department of Public Improvement indicated persistent vacancies for architects. The Department of Forests and Parks has experienced great difficulty in filling forester and park naturalist positions. Other highly specialized positions where persistent vacancies exist include natural resources planners, biologists, foreign trade representatives, economic development coordinators, and water pollution control specialists.

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9. This study does not include local and state officials concerned with enforcement of other codes, such as health.

Most state officials interviewed indicate continuing concern over the government's inability to hire and retain sufficient numbers of technical support personnel, such as draftsmen, surveyors, and computer specialists. Local government officials also report persistent draftsmen shortages. Most officials feel that current government salary levels are too low to compete effectively with private industry. Local officials also feel that they needed a very high caliber employee for drafting work because of engineer shortages. Draftsmen perform some functions and duties which would normally be handled by an engineer if one were available.

Why Do Vacancies Persist?

Salary is not the primary reason for most APT community development vacancies in nonmetropolitan local governments. Most officials feel that their wage scales are adequate and the survey staff would have to agree. Only officials in those counties immediately adjacent to either the Washington, D.C., or Baltimore metropolitan areas feel that salary played an important, but not decisive, role in a prospective employee's decision to work for the government. The other reasons cited by officials for not filling APT vacancies include: ineffective recruitment practices; restrictive residency requirements; job insecurity due to the absence of merit systems; limited promotional opportunity; inadequate housing; poor school systems; remoteness to cultural activities and personal services; limited availability of continuing education and training resources for public service careers; and the poor response of institutions of higher education in Maryland to current and future manpower needs. (These employment factors are explored in greater detail in Chapters III and IV.)

Most state government officials feel that their community development APT shortages are largely due to highly specialized job requirements. However, state officials also cite many of the reasons given by local officials, and, therefore, recognized that salary was not always the deciding factor. For example, one department director felt that it was much easier to fill positions in Annapolis than in Baltimore, even when the salaries offered varied between the two localities. He felt that prospective employees were more interested in where they would have to live than in total income.

Turnover

The turnover rate is higher for the state government than for most nonmetropolitan local governments (see Table I-2). Both state and local turnover rates are quite high considering the slow, steady growth pattern in most governments and agencies. High growth rates tend to bring about higher turnover rates.

This slow, steady growth pattern is evidenced by the fact that 38.4 percent of the state employees surveyed began working for the government

prior to 1960, and 30 percent of all local employees surveyed began working for their government prior to 1960.

TABLE I-2

TURNOVER RATES

Government	1969 Rate	Projected Rate for 1970
Allegany County	7.1	4.0
Cambridge	11.0	12.0
Cecil County	11.5	19.6
Charles County	18.6	15.0
Cumberland	9.0	7.0
Dorchester County	18.2	10.0
Easton	9.1	11.0
Frederick County	21.1	23.0
Kent County	3.6	3.0
Oakland	11.1	12.0
Salisbury	33.1	21.0
Somerset County	0.0	5.0
Talbot County	6.2	8.0
Wicomico County	10.5	11.2
Worcester County	0.0	4.5
State of Maryland	23.4	27.7

Source: Manpower reports from participating governments.

An assumption in personnel management is that once a person has worked for a government for more than three years he is much more likely to work for the government for an extended period of time. If this assumption is accepted, and this report does accept it, then turnover rates in some nonmetropolitan local governments and the state government must be viewed as abnormally high, for only about 25 percent of their combined work force was hired during the past three years.

Retirement and health are not the most important reasons for employee turnover. The most commonly cited reason for leaving a government is the greater opportunity offered by another job. "Return to school" is also an important factor, especially at the state level. Some local government turnover is due to politics and the lack of a merit system in many governments.

Most turnover occurs among the lower level positions. The turnover rate for APT personnel does not differ appreciably from total government turnover rates--if anything, APT rates are lower.

Turnover rates, however, do not appear to be a hindrance to the ability of most nonmetropolitan local governments to attract and retain community development APT staffs. The high rates have been a greater impediment for some state agencies and departments.

Community Development APT Manpower for the Future: 1970-1980

APT employment in the functional area of community development will experience some important changes in the 1970's. Changes will be the result of population increases, new technologies, new service demands, and the process of catching up with current demands. These factors will vary among the nonmetropolitan local governments and within the state government (for example, some governments or agencies will grow at a much faster rate than others) but some form of change will affect all local governments and the state government.

Population Growth

Nonmetropolitan areas will grow at a rate much lower than that of the Baltimore and Washington metropolitan areas (see Table I-3). In nonmetropolitan areas, only Charles County's projected growth rate will exceed the statewide average. However, during the 1970's the population of the nonmetropolitan areas in Maryland is projected to increase at a rate slightly greater than the total United States population--14.3 percent versus 13 percent. The rate of growth in Maryland's metropolitan areas (38.9 percent) will greatly exceed the rate of population increase for the United States.

The projected growth rate for a number of nonmetropolitan counties in Maryland will exceed the increases during the 1960's. This trend is the opposite of that for the national population, where the projected growth rate in the coming decade will not match the rate of the 1960's. The counties with a projected higher growth rate for the 1970's than their increases in the 1960"s are Allegany, Charles, Dorchester, Frederick, Garrett, Somerset, and Talbot.

Public Service Employment Growth Patterns

The population increases during the 1970's by themselves will result in some APT employment increases in nonmetropolitan local governments. However, other staff increases will be brought about by the"revolution of rising expectations"--the increasing public demand for more varied government services and programs. Because governments are the principal means for delivery of these services local government employment will be the fastest increasing sector of the United States labor market. A 48 percent

TABLE I-3

PROJECTED POPULATION CHANGES: 1970-1980

County	1970 Population (in thousands)	1980 Population (in thousands)	Percent of Change 1970-1980
Allegany	84.6	90.6	7.1
Calvert	21.9	26.2	19.6
Caroline	20.6	20.6	0.0
Cecil	59.7	72.4	21.3
Charles	42.6	58.2	36.6
Dorchester	30.6	32.1	4.9
Frederick	86.5	105.5	22.0
Garrett	20.6	22.1	7.3
Kent	17.9	18.8	5.0
Queen Anne's	18.3	19.5	6.6
St. Mary's	50.7	60.6	19.5
Somerset	19.0	19.9	4.7
Talbot	23.4	26.6	13.7
Washington	102.0	113.8	11.6
Wicomico	56.0	58.5	4.5
Worcester	25.3	25.5	0.8
NONMETROPOLITAN TOTALS	685.5	783.4	14.3
METROPOLITAN AREA TOTALS	3273.2	4547.8	38.8
STATE TOTALS	3958.7	5331.2	34.7

Source: The Population of Maryland: Projections to 1980. Department of State Planning, July 1967.

rate of increase during the period 1965-1975 places it ahead of other employment sectors.[10]

Nearly all occupations in local government are expected to grow. Those with higher than average growth patterns include economists, planners, engineers, computer specialists, and management personnel.[11] Most of these high-growth categories fall within the field of community development.

The projected growth rate for local government employment in Maryland is higher than the rate for total industrial employment. Within local government, community development should grow at a rate above other functions.

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10. Tomorrow's Manpower Needs U.S. Department of Labor (Washington, D.C.: Government Printing Office, February 1969), vol. II, p. 5.

11. Manpower in State and Local Government, p. 4.

Projections for Individual Jurisdictions: The Demand[12]

Projected growth rates for community development manpower in nonmetropolitan local governments in Maryland are grouped here into three categories: High Growth, indicating a percentage change of at least 40 percent during the 10-year period 1970-1980; Moderate Growth, a percentage change of at least 20 percent but not exceeding 40 percent; and Low Growth, a percentage change of less than 20 percent. The growth categories in which the nonmetropolitan local governments fall are shown in Table I-4.

TABLE I-4

PROJECTED GROWTH RATES FOR NONMETROPOLITAN LOCAL GOVERNMENTS

Growth Potential

High (over 40 percent)

- Cecil County
- Charles County
- Frederick County

Moderate (20-39 percent)

- Allegany County
- Calvert County
- Cumberland
- Easton
- Frederick
- Hagerstown
- Kent County
- St. Mary's County
- Salisbury
- Washington County

Low (less than 20 percent)

- Cambridge
- Caroline County
- Dorchester County
- Garrett County
- Oakland
- Queen Anne's County
- Somerset County
- Talbot County
- Wicomico County
- Worcester County

12. A complete discussion of the methodology used in developing these projections can be found in Appendix A. Included is a discussion of basic assumptions.

High Growth Potential. Growth in these governments will be influenced primarily by their geographic proximity to rapidly increasing metropolitan areas. Pressures for growth will be largely dependent upon general population increases. However, there will also be increasing industrialization and commercial activities.

Community development manpower growth in Cecil and Charles Counties will be characterized by the creation of a basic community development staff. In Frederick County, however, attention will be focused on the expansion of existing staff capabilities, especially in the planning field. In both Cecil and Charles Counties, full-time planning directors will probably be hired during the early part of the decade, with attention during the latter part of that period devoted to hiring additional planning staff.

All three governments should greatly increase the size of their general management staffs through the addition of appointed chief administrative officers. Existing recreation programs will be expanded in Charles County, and major recreation programs will probably be inaugurated by both Frederick and Cecil Counties.

These governments will probably not assume responsibility for any new functional areas in the field of community development, auch as urban renewal or housing. However, it is assumed that Frederick County will continue to perform planning services for the city of Frederick.

Moderate Growth. Most of the community development growth in these governments will be the result of either population increases or the assumption of new functions and services, but at rates lower than the high-growth governments.

Allegany County's community development growth will result from an expansion of current planning and economic development activities. There will also be demands for major increases in general management staff capabilities.

Growth patterns for both Kent and Calvert Counties will be similar. Planning staffs will probably be created in these two counties. Due to the larger size of the government, Calvert County will probably move more rapidly toward the creation of a central management staff. Kent County growth patterns will be influenced greatly by the completion of the new Chesapeake Bay Bridge. In both counties, there will be an expansion of code enforcement and recreation functions.

Growth in Easton will result chiefly from continuing utility system expansion, especially electric power generation. The new Bay Bridge will also influence this growth because increased population will have to be provided with essential utility services. The community development growth needs for Easton will be for specialized engineers and some general management personnel.

Cumberland's growth will be confined largely to urban renewal activities. As new projects are undertaken and current ones completed, more staff will be needed for project management, relocation, and rehabilitation services. In addition, the city government will also see a gradual increase in the APT staff of the personnel department. A major consolidation and strengthening of general management activities will also take place. Finally, the number of code enforcement personnel will be expanded.

St. Mary's County will probably hire a full-time professional planner and expand its recreation services. The addition of a full-time planner will also serve to bolster and expand code enforcement activities. Community development growth will result from increasing population and the economic development of the county through tourism and recreation services.

Hagerstown and Washington County will share similar community development growth patterns, with the prospect that Hagerstown's growth will be slightly greater. Hagerstown's manpower growth will result from the city's increased planning, housing, and urban renewal responsibilities. A central management staff will probably be created. In Washington County increased attention will be given code enforcement, planning, and industrial development.

In Salisbury, the office of the executive secretary will probably be increased and strengthened to provide for more effective coordination and supervision of municipal services. The planning staff will also be expanded. It is assumed that little progress will be made on city-county consolidation of services. Instead, the city will push ahead in the creation and implementation of various general management services.

In the City of Frederick, increased attention will be given to recreation, as well as to expansion of engineering and code enforcement work. City growth will be based on county growth patterns. The key location of the city in the area's transportation grid should prove to be an effective stimulus for growth.

Low Growth. In these governments, few new services and activities will be created. Instead, increases in community development staff will result from general population increases. The planning function for Wicomico County should continue to be arried out by the combined City of Salisbury-County planning department.

The City of Cambridge will probably increase its engineering forces, but few other changes will be made. Some increased attention to planning and code enforcement will be present in both Worcester and Dorchester Counties. The latter will probably expand its recreation program. Probably none of the counties or cities in this category will move in the direction of creating central management staffs.

Land development policies and practices in both Talbot and Queen Anne's Counties will probably tend to retard growth and prolong the necessity of establishing meaningful community development programs and staffs.

Perhaps, after the completion of the new Bay Bridge, these attitudes will change due to the pressures of economic and population growth.

Changes in Garrett County will also be reflected in the scope of services to be provided by the town of Oakland, the county seat. Attention in the county will probably be devoted to strengthening the infrastructure of the county to facilitate successful economic development.

Community Development Increases in the State Government: The Demand

Projected APT growth in the Department of State Planning will probably influence other state agencies concerned with community development. It is projected that the department should experience 50 percent increase in staff during the coming decade. This growth will result from an expansion and strengthening of regional planning programs and services and the development of a stronger central planning role for the entire state government. The training activities and services of the department will also increase.

General management activities of the state government will increase by the strengthening of the responsibilities of the governor's office. A portion of this work has already been accomplished through executive reorganization.

State agencies concerned with problems of environmental protection should also increase their staffs. Economic development activities will probably expand as the state begins to develop and implement development tools currently used by surrounding states.

It is estimated that state government community development APT staff needs will probably increase by about one-third during the coming decade. This increase may be even higher if local governments fail to provide adequate and effective community development staffs of their own.

APT Supply for the Future

The factors of employment growth and turnover will further increase community development manpower problems in local and state government. Current staffs are "stretched thin" now, and the supply of persons interested in jobs in these governments appears to be limited.

The median age of employees in nonmetropolitan local governments is the mid-forties. It is slightly lower for the state government (see Table I-5).

In both St. Mary's County and the City of Salisbury the percentage of APT employees who are 56 years or older is significantly high. It is assumed that these individuals will become eligible for retirement during the coming decade. On the basis of current employee plans to retire within the next five years, St. Mary's County and the City of Cambridge face the

TABLE I-5

AGE OF WORK FORCE

	Average Age	25 or Under		26-35		36-45		46-55		56 or Older		Eligible to Retire with Full Benefits in 5 years		Plan To Retire in 5 years	
		#	%	#	%	#	%	#	%	#	%	#	%	#	%
State of Maryland	42.9	111	11.1	203	20.4	223	22.4	277	27.8	181	18.2	122	12.4	98	10.0
Allegany County	43.0	0	--	2	28.6	2	28.6	2	28.6	1	14.3	1	14.3	1	14.3
Cambridge	45.0	0	--	3	30.0	1	10.0	5	50.0	1	10.0	2	20.0	3	30.0
Charles County	40.9	1	8.3	3	25.0	3	25.0	3	25.0	2	16.3	3	25.0	0	--
Cumberland	46.2	0	--	2	14.3	5	35.7	4	28.6	3	21.4	2	14.3	2	14.3
Frederick County	41.6	3	17.6	4	28.6	3	17.6	3	17.6	4	28.6	2	11.8	1	5.9
St Mary's County	52.5	0	--	0	--	3	27.3	3	27.3	5	45.4	1	9.1	3	27.3
Salisbury	47.4	0	--	2	25.0	1	12.5	2	25.0	3	37.5	2	25.0	1	12.5
Washington County	*	0	--	1	25.0	1	25.0	2	50.0	0	--	0	--	0	--
State Roads		65	16.8	136	35.1	105	27.1	50	12.9	32	8.3	N.A.	--	N.A.	--

* Questionnaire sample too small for computation.

Source: Employee questionnaires.

TABLE I-6

STATE GOVERNMENT RETIREMENT PLANNING

State Department Or Agency	Eligible to Retire in Five Years			Plan to Retire in Five years		
	Yes	#	%	Yes	#	%
Employment Security	50	329	15.2	40	330	12.1
Natural Resources	5	106	4.7	2	105	1.9
Recreation and Parks	16	125	12.8	13	125	10.4
Parole and Probation	3	103	2.9	3	103	2.9
State Planning	1	28	3.6	3	28	10.7
Port Authority	3	25	12.0	2	25	8.0
Roads Commission	21	381	5.5	17	381	4.5
Other	30	178	16.9	24	177	13.6
Total	129	1275	10.1	104	1274	8.2

Source: Employee Questionnaires.

largest loss of APT employees. In other local governments, the incidence of employee loss due to retirement will not be as great. Two of the high-growth counties, Charles and Frederick, have few employees who plan to retire during the next five years.

Loss of employees due to retirement should not be a major problem for most state government community development departments and agencies (see Table I-6). Even though the Department of Employment Security does have a slightly older work force than others, it is lower than most of the local governments. In some large state departments, notable the State Roads Commission and the Department of Parole and Probation, the number of employees planning to retire in five years is lower than the average rate for the government.

Summary and Recommendations

Nonmetropolitan local governments employ few APT employees for community development work. This manpower shortage results from government actions and policies, not from an absence of interested candidates. Most nonmetropolitan local governments have not devoted the financial and manpower resources for community development that are commensurate with the need. The state government's resource allocations for community development are not much greater. Local and state governments in Maryland do face some serious recruitment problems when they attempt to fill community development APT positions with really qualified individuals. Local governments need generalists. The state government normally requires highly trained specialists. Recruitment problems are not related solely to pay but instead involve such aspects as promotional opportunities, working conditions, and community life. For the state government, much of the recruitment problem is due to the small number of individuals with highly specialized training.

Local government employment has undergone tremendous increases during the past decades and this growth pattern will extend into the seventies. In all likelihood, community development employment will grow at a rate greater than total government employment. This growth will be influenced by population pressures, as well as demands for new government services and a "catching up process" to compensate for current low manpower resource allocations in community development. Within the field of community development, planning and general management staffs will increase the most hence current vacancy and recruitment problems in these areas will become more severe.

Local and state government officials must become much more aware and appreciative of the critical importance of community development activities and functions. Without sound community growth and development, other government expenditures and services will not be as effective. Optimum resource allocation requires a strong community development effort.

The increased demand for community development APT manpower in both local and state government necessitates the implementation of a continuing manpower planning process. This process needs to be carried out to cover all aspects of the public service. Both individual local governments and the state government need to analyze manpower needs and resources more thoroughly and determine future change patterns. Comprehensive manpower planning should be a process and responsibility of state government, assigned to the Department of Employment and Social Services. It is therefore recommended that the department establish this manpower planning process. Employment projections for major local governments and state agencies should be updated annually. Comprehensive public service manpower plans should be evaluated and updated at least every five years. The methodology and research design used for this study should be adopted. This manpower planning process should include the following components:

1. Data on Current Employment. This would require the development and/or updating of data on employee ages, turnover rates, vacancy patterns, growth rates and job structures. This work should be carried out in conjunction with the current work of the personnel department.

2. Information on Manpower Changes and Needs. This would include information on shortage areas, new or changing employment demands, budget projections, and training and education needs.

3. Supply Data. This should include data on both internal changes, through promotion and transfers and external changes, resulting from the introduction of new employees into the public service.

4. Training and Education and Resources. This should include data on types of resources available, planned programs an training opportunities, and the extent of current resource utilization.

5. Employment Projections. This should be developed for individual governments and major agencies. Attempts should be made to delineate varying growth rates according to function or occupations.

To be effective, the manpower planning process must be characterized by a high degree of coordination and communication between state and local governments. Within each unit of government, there must also be a concerted effort to view manpower planning as an integral part of the total planning process

CHAPTER II

PUBLIC SERVICE MANPOWER: AN INVENTORY AND ASSESSMENT

Community development APT employees in Maryland state government and in nonmetropolitan local governments typically are white, male, and over 35. The proportion of whites to nonwhites is somewhat higher in local government than in state agencies and departments.

The definitions of APT employees used in this study are given on page 97.

Employees have usually worked in only one department or agency in their government. These employees have held a number of full-time jobs prior to coming to work for the government. This prior work experience is most likely to have been in private business or industry.

About half of the state employees in community development have a bachelor's degree, but only about one-third of the local government employees in this field have attained this educational level. Few state and local government employees have completed graduate work.

APT employees are generally satisfied with their job, but think that salary levels, training opportunities, and promotional opportunities could be increased. They feel that government has been quite successful in meeting various community development problems. These employees feel that their jobs would not change much if they were to go to work for another local or state government, but they do feel that they would probably earn more money with either private industry or the federal government. Employees are quite optimistic about future career possibilities and feel that they have already made significant progress in their public service careers.

Why are these characteristics so important? Mainly because these current employees are the most important resource for future government programs and services. This chapter explores the predominant characteristics of current local and state government APT employees in greater detail.

Current Staffing Patterns

The community development APT staff of nonmetropolitan local governments and the state government are predominately white. In the local governments surveyed, only Cambridge had any black APT employees. The percentage of black employment in the state government is very low (see Table II-1).

TABLE II-1

RACIAL CHARACTERISTICS OF APT EMPLOYEES

JURISDICTION	White #	White %	Black #	Black %	Other #	Other %
State of Maryland	1247	93.2	83	6.0	11	0.8
Allegany County	7	100.0	0	-	0	-
Cambridge	9	90.0	1	10.0	0	-
Charles County	12	100.0	0	-	0	-
Cumberland	14	100.0	0	-	0	-
Frederick County	17	100.0	0	-	0	-
St. Mary's County	11	100.0	0	-	0	-
Salisbury	8	100.0	0	-	0	-
Washington County	4	100.0	0	-	0	-
TOTAL	1339	93.3	84	5.9	11	0.8

Source: Data for all tables in Chapter II are from employee questionnaires

The competition is very keen for trained and qualified blacks who can fill APT positions, but it is apparent that a number of the governments surveyed have been somewhat unsuccessful in their attempts to hire blacks. In some instances, there are few blacks in the population included in the government's jurisdiction. However, in many of the governments surveyed, this is not the case.

The truth is that most nonmetropolitan local governments have done little or nothing to hire blacks and see no reason for doing so. This employment issue is discussed more fully in Chapter III.

Women comprise a much larger percentage of the APT community development work force than do blacks (see Table II-2).

At the state level, female employment is concentrated in a few departments, most notably employment security. The proportion of women in agencies having a heavy engineering emphasis, such as the State Roads Commission, is low.

Few women hold key executive positions in community development. Female employment in this field is concentrated in the lower grade levels. Even though women hold 22 percent of the community development APT positions in the state government, they hold only 17 percent of the administrative jobs.

In nonmetropolitan local governments, women seldom rise above clerical positions. County treasurer offices have a high proportion of female employment, but few women are found in public works, code enforcement, or planning.

TABLE II-2

DISTRIBUTION APT WORK FORCE BY SEX

JURISDICTION	Male #	Male %	Female #	Female %
State of Maryland	1141	82.9	235	17.1
Allegany County	6	85.7	1	14.3
Cambridge	8	88.9	1	11.1
Charles County	10	83.3	2	16.7
Cumberland	13	92.8	1	7.2
Frederick County	12	70.6	5	29.4
St. Mary's County	10	90.9	1	9.1
Salisbury	8	100.0	0	- -
Washington County	4	100.0	0	- -
TOTAL	1212	83.1	246	16.9

In nonmetropolitan local governments, persons who consider themselves administrators or supervisors constitute the largest part of the community development APT work force (see Table II-3). The low incidence of persons who consider themselves professionals is the result of the small size of most operating departments and agencies. These departments tend to be one- or two-person operations. For example, many of the planning departments are staffed only with a planner with some clerical assistance. Professionally trained individuals therefore perform many administrative duties.

In the state government, more persons consider themselves professionals than administrators. Technicians account for a small part of the state APT work force. The greater number of professionals is due to the specialized nature of most functions and activities, and the larger size of departments and agencies.

TABLE II-3

APT CATEGORIES OF CURRENT WORK FORCE

JURISDICTION	Administrative #	Administrative %	Professional #	Professional %	Technical #	Technical %
State of Maryland	425	42.8	428	43.1	139	14.0
Allegany County	6	85.7	1	14.3	0	- -
Cambridge	6	60.0	1	10.0	3	30.0
Charles County	6	50.0	1	8.3	5	41.7
Cumberland	10	71.4	2	14.3	2	14.3
Frederick County	8	47.1	2	11.7	7	41.2
St. Mary's County	10	90.9	0	- -	1	9.1
Salisbury	7	87.5	0	- -	1	12.5
Washington County	4	100.0	0	- -	0	- -
TOTAL (Local Governments)	57	68.7	7	8.4	19	22.9

Employee Work Histories

Two basic characteristics of employee work histories are the narrow, tunnel-like career patterns within the governments and the high incidence of previous work experience of current employees.

Job mobility in the public service ends at department lines. In the nonmetropolitan local governments most APT employees have worked for only one department. In the state government, about three-quarters of the employees have worked for only their current department (see Table II-4).

The department heads and other key officials interviewed are representative of this career pattern. Most had been trained in a particular discipline, such as engineering or planning, and either rose through the ranks of their current agency to the top position or were brought in from outside the government. There is no evidence of generalist administrators being developed by the governments for top-level management positions. All governments surveyed indicate a strong preference for relying on promotions from within.

Job mobility is slightly greater than departmental mobility[1] (see Table II-5). About two-thirds of all state employees surveyed have held more than their current position. About half have had two or three different jobs. Job mobility is much more limited in the local governments. Roughtly 60 percent of community development APT employees have held only their current position. This lower incidence of job mobility is due to the smaller size of most local government departments and agencies.

The existence of narrow career patterns within local governments is further evidenced by the limited upward mobility of persons who began work for the current government in clerical, blue collar, or paraprofessional positions (see Table II-6). Few state employees are hired directly into administrative or supervisory positions.

Nearly 90 percent of state government APT employees had another full-time job prior to assuming a position with the government. In nonmetropolitan local governments this figure is slightly over 90 percent (see Table II-7). Slightly more than 60 percent of all APT employees have held full-time jobs with at least two different employers. There is little variation among governments. These figures for the state government and the local governments compare closely with those for the major local governments in the Washington metropolitan area.

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1. A new job or position means that the job title has changed as well as the duties and responsibilities of the position.

TABLE II-4

DEPARTMENTAL MOBILITY OF APT EMPLOYEES

JURISDICTION	One Department #	One Department %	Two Departments #	Two Departments %	Three Departments #	Three Departments %	Four or More Departments #	Four or More Departments %
State of Maryland	731	74.1	186	18.8	48	4.9	22	2.2
Allegany County	7	100.0	0	- -	0	- -	0	- -
Cambridge	10	100.0	0	- -	0	- -	0	- -
Charles County	12	100.0	0	- -	0	- -	0	- -
Cumberland	10	71.4	3	21.4	0	- -	1	7.1
Frederick County	15	88.2	1	5.9	1	5.9	0	- -
St. Mary's County	10	90.9	1	9.1	0	- -	0	- -
Salisbury	8	100.0	0	- -	0	- -	0	- -
Washington County	3	75.0	1	25.0	0	- -	0	- -
TOTAL (Local Governments)	75	90.4	6	7.2	1	1.2	1	1.2

TABLE II-5

INTERNAL JOB MOBILITY OF APT EMPLOYEES

JURISDICTION	One Job #	One Job %	Two-Three Jobs #	Two-Three Jobs %	Four-Five Jobs #	Four-Five Jobs %	Six-Seven Jobs #	Six-Seven Jobs %	Eight-Nine Jobs #	Eight-Nine Jobs %	Ten or More Jobs #	Ten or More Jobs %
State of Maryland	357	36.1	456	46.1	143	14.4	27	2.7	5	0.5	1	0.1
Allegany County	4	57.1	3	42.9	0	- -	0	- -	0	- -	0	- -
Cambridge	6	60.0	4	40.0	0	- -	0	- -	0	- -	0	- -
Charles County	11	91.7	1	8.3	0	- -	0	- -	0	- -	0	- -
Cumberland	6	42.9	3	21.4	3	21.4	2	14.3	0	- -	0	- -
Frederick County	10	58.8	7	41.2	0	- -	0	- -	0	- -	0	- -
St. Mary's County	9	81.8	2	18.2	0	- -	0	- -	0	- -	0	- -
Salisbury	4	50.0	3	37.5	1	12.5	0	- -	0	- -	0	- -
Washington County	2	50.0	1	25.0	1	25.0	0	- -	0	- -	0	- -
TOTAL (Local Governments)	52	62.7	24	28.9	5	6.0	2	2.4	0	- -	0	- -

TABLE II-6

FIRST JOB WITH CURRENT EMPLOYERS

JURISDICTION	Administrative		Professional		Technical		Sub-professional		Clerical		Public Safety Officer		Blue Collar		Other	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
State of Maryland	106	10.8	504	51.4	132	13.4	44	4.5	122	12.4	33	3.4	10	1.0	30	3.1
Allegany County	4	57.1	1	14.3	2	28.6	0	- -	0	- -	0	- -	0	- -	0	- -
Cambridge	4	40.0	2	20.0	2	20.0	0	- -	2	20.0	0	- -	0	- -	0	- -
Charles County	5	41.7	1	8.3	4	33.3	0	- -	2	16.7	0	- -	0	- -	0	- -
Cumberland	3	21.4	2	14.3	3	21.4	1	7.1	1	7.1	2	14.3	2	14.3	0	- -
Frederick County	3	20.0	2	13.3	8	53.3	0	- -	2	13.3	0	- -	0	- -	0	- -
St. Mary's County	10	90.9	0	- -	1	9.1	0	- -	0	- -	0	- -	0	- -	0	- -
Salisbury	3	37.5	1	12.5	2	25.0	0	- -	0	- -	2	25.0	0	- -	0	- -
Washington County	2	50.0	0	- -	0	- -	1	25.0	1	25.0	0	- -	0	- -	0	- -
TOTAL (Local Governments)	34	42.0	9	11.1	22	27.2	2	2.5	8	9.9	4	4.9	2	2.5	0	- -

TABLE II-7

WORK HISTORY OF APT EMPLOYEES

RISDICTION	Total Number of Employees in Sample	Employees with Full-Time Employment Prior to Working for Current Government				Employees with at least Two Full-Time Positions Prior to Working for Current Government				Percent of Total in Sample
		Yes		No		Yes		No		
		#	%	#	%	#	%	#	%	
ate of Maryland	992	871	87.8	121	12.2	621	71.1	253	28.9	62.6
nmetropolitan Local Governments	93	85	91.4	8	8.6	60	70.6	25	29.4	64.5

Previous employment in private industry is characteristic of APT employees (see Table II-8). In the state government, nearly half of all current employees with previous work experience had worked for private business or industry immediately prior to assuming a position with the government. In the nonmetropolitan local governments this percentage is slightly lower (44 percent). Public service jobs, a position in another local or state government or the federal government, constitute approximately one-quarter of the previous work experience for state and local employees.

Prior military service does not play a dominant role in meeting APT manpower needs. One exception is the City of Salisbury, which has a high incidence of employees with previous military experience.

Individuals entering either local or state government from the military service have a tendency to be retiring career officers. Nearly 40 percent of the state government employees who had been in military service immediately prior to assuming a position with the state had been in the service for 20 or more years. For local governments the figure is 50 percent with 20 or more years of military service.

Individuals with previous work experience in local government have usually worked for a municipal government, as opposed to either a county government or a special district or authority. Nearly two-thirds of the local and state government employees with previous local government work experience had worked for a municipality.

An employee's age does make a difference in the type of previous employment in which he had been engaged. Younger employees show a greater tendency toward public service employment, while older employees are more likely to have had experience in private industry (see Table II-9).

TABLE II-8

PREVIOUS EMPLOYER OF APT EMPLOYEES

JURISDICTION	Local Government		State Government		Federal Government		University /College		Nonprofit Association	
	#	%	#	%	#	%	#	%	#	%
State of Maryland	125	14.3	30	3.4	79	9.0	25	2.9	25	2.9
Allegany County	0	- -	2	40.0	0	- -	0	- -	0	- -
Cambridge	2	20.0	0	- -	1	10.0	0	- -	0	- -
Charles County	0	- -	1	10.0	3	30.0	0	- -	0	- -
Cumberland	1	7.1	0	- -	0	- -	0	- -	0	- -
Frederick County	2	13.3	2	13.3	0	- -	1	6.7	0	- -
St. Mary's County	3	33.3	1	11.1	0	- -	0	- -	0	- -
Salisbury	1	12.5	0	- -	0	- -	0	- -	0	- -
Washington County	1	25.0	0	- -	0	- -	0	- -	1	25.0
TOTAL (Local Govts)	10	13.3	6	8.0	4	5.3	1	1.3	1	1.3

	Private Professional Practice		Private Industry		Military Service		Other	
	#	%	#	%	#	%	#	%
State of Maryland	53	6.0	424	48.3	109	12.4	7	0.8
Allegany County	0	- -	2	40.0	1	20.0	0	- -
Cambridge	0	- -	6	60.0	0	- -	1	10.0
Charles County	2	20.0	4	40.0	0	- -	0	- -
Cumberland	1	7.1	11	78.6	1	7.1	0	- -
Federick County	4	26.7	6	40.0	0	- -	0	- -
St. Mary's County	2	22.2	2	22.2	1	11.1	0	- -
Salisbury	0	- -	2	25.0	5	62.5	0	- -
Washington County	2	50.0	0	- -	0	- -	0	- -
TOTAL (Local Govts)	11	14.7	33	44.0	8	10.7	1	1.3

TABLE II-9

PRIOR WORK EXPERIENCE BY AGE GROUP

Age Group	Number of Employees	Local Government		State Government		Federal Government		Private Industry	
		#	%	#	%	#	%	#	%
25 or younger	64	18	28.1	3	4.7	7	10.9	25	39.1
26-35	192	47	24.5	8	4.2	16	8.3	77	40.1
36-45	227	32	14.1	12	5.3	17	7.5	122	53.7
46-55	291	22	7.6	10	3.4	25	8.6	144	49.5
56 or older	188	18	9.6	3	1.6	18	9.6	94	50.0

Less than 40 percent of the local and state employees 25 years or younger had prior work experience in private industry; while a majority of employees 36 or older had prior private industry experience. Local government work experience drops off appreciably in the older age groups.

Private industry employment is much more significant as the first employer for those local and state government employees who have had at least two previous full-time jobs (see Table II-10). Nearly 60 percent of these employees had worked for a private industry in their first full-time position. Only about 20 percent had held jobs in the public service, local, state, or federal government.

Within the state government there are some significant variations between agencies and departments for the type of first full-time employment of employees having at least two previous jobs (see Table II-11).

Employees of the Maryland Port Authority show a higher incidence of having had at least two previous full time jobs. In contrast, employees with the Department of Natural Resources are less likely to have had two previous full-time jobs. Employees in the Department of State Planning show a greater tendency toward public service employment.

Officials interviewed are generally aware that their employees do have varied career patterns, but do not feel that many have had any significant public service experience, at least not as much as the questionnaire survey pointed out. Most officials feel that previous work experience is a real asset for their employees, but would like to see this experience more directly related to the duties and responsibilities of their current position. Officials feel that previous work experiences might be too varied.

Education

State government employees have a significantly higher educational level than their counterparts in nonmetropolitan local governments (see Table II-12). Over half of the state APT employees surveyed have a bachelor's degree, whereas slightly less than 30 percent of local government employees have a B.A. In terms of graduate education, state employees also hold a significant edge over their local government counterparts. Nearly one-quarter of the state APT employees have one or more years of education beyond the bachelor's level, as compared to only 12 percent of the local employees. (See Chapter IV for a complete discussion of APT education.)

Most officials interviewed are unaware of the educational background of the employees working for them, in terms of both level attained and schools attended. Officials were most vague on the latter point. They were aware that some of their employees had earned their degrees at the University of Maryland but were unsure about were their other employees had studied.

TABLE II-10

FIRST EMPLOYER OF APT EMPLOYEES

JURISDICTION	Local Government		State Government		Federal Government		University /College		Nonprofit Association		Private Professional Practice		Private Industry		Military Service		Other	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
State of Maryland	55	8.4	39	5.9	48	7.3	18	2.7	14	2.1	17	2.6	385	58.5	76	11.6	6	0.
Allegany County	0	- -	0	- -	0	- -	0	- -	0	- -	0	- -	3	100.0	0	- -	0	-
Cambridge	0	- -	0	- -	0	- -	0	- -	0	- -	0	- -	6	66.7	3	33.3	0	-
Charles County	1	50.0	0	- -	1	50.0	0	- -	0	- -	0	- -	0	- -	0	- -	0	-
Cumberland	0	- -	3	27.3	0	- -	0	- -	0	- -	0	- -	7	63.6	1	9.1	0	-
Frederick County	1	8.3	0	- -	1	8.3	1	8.3	0	- -	1	8.3	7	58.3	1	8.3	0	-
St. Mary's County	2	28.6	0	- -	1	14.3	0	- -	0	- -	0	- -	4	57.1	0	- -	0	-
Salisbury	1	14.3	0	- -	2	28.6	0	- -	0	- -	0	- -	2	28.6	0	- -	2	28.
Washington County	0	- -	0	- -	0	- -	0	- -	1	25.0	0	- -	2	50.0	1	25.0	0	-
TOTAL (Local Govts)	5	9.1	3	5.4	5	9.1	1	1.8	1	1.8	1	1.8	31	56.4	6	10.9	2	3.

TABLE II-11

FIRST EMPLOYER FOR STATE APT EMPLOYEES, BY AGENCY OR DEPARTMENT

AGENCY OR DEPARTMENT	Percent of Work Force With Two Previous Full-Time Jobs	Local Government		State Government		Federal Government		University/ College		Nonprofit Associations		Private Professional Practice		Private Industry		Military Service		Other	
		#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Employment Security	64.1	23	10.7	15	7.0	15	7.0	8	3.7	6	2.8	8	3.7	122	57.0	16	7.5	1	0.5
Natural Resources	52.8	2	3.6	5	8.9	5	8.9	1	1.8	0	- -	1	1.8	34	60.7	7	12.5	1	1.8
Forests and Parks	63.6	3	3.7	8	9.8	7	8.5	0	- -	1	1.2	0	- -	41	50.0	21	25.6	1	1.2
Parole and Probation	67.3	7	10.0	2	2.9	5	7.1	1	1.4	2	2.9	2	2.9	45	64.3	6	8.6	0	- -
State Planning	78.6	5	22.7	1	4.5	2	9.1	3	13.6	0	- -	0	- -	10	45.4	1	4.5	0	- -
Port Authority	92.0	1	4.3	0	- -	0	- -	1	4.3	0	- -	1	4.3	19	82.6	1	4.3	0	- -
Other	71.3	11	8.7	6	4.7	11	8.7	3	2.4	2	1.6	4	3.1	72	56.7	16	12.6	2	1.6
TOTAL	65.7	52	8.8	37	6.2	45	7.6	17	2.9	11	1.9	16	2.7	343	57.7	68	11.4	5	0.8

TABLE II-12

EDUCATIONAL CHARACTERISTICS OF APT EMPLOYEES

JURISDICTION	Total Number of APT Employees	More Than One Year Beyond College #	%	B.A. Only	Percent of Total APT Work Force
State of Maryland	995	226	22.7	550	55.3
Allegany County	7	1	14.3	3	42.9
Cambridge	10	1	10.0	4	40.0
Charles County	12	2	16.7	2	16.7
Cumberland	14	0	0.0	4	28.6
Frederick County	17	0	0.0	3	17.6
St. Mary's County	11	4	36.4	5	45.5
Salisbury	8	2	25.0	2	25.0
Washington County	4	0	0.0	1	25.0
TOTAL (Local Govts)	83	10	12.0	24	28.9

Local government officials had a better understanding of the educational background of current employees due to the appreciably smaller size of their APT staffs. In many of the nonmetropolitan governments, college trained individuals in APT positions are the exception, not the rule. In the state government, officials in departments that have very formal standardized educational requirements, such as those for engineers and planners, are also more aware of the educational level of their employees.

Even though officials are unsure of the specific class standing of their employees, they were sure of one fact--state and local governments are not attracting the top college graduates. Officials feel that they cannot offer a job that is attractive enought to draw these individuals. However, officials do feel that they are not getting the "dregs." It is their opinion that the public service is no longer viewed as "the employer of last resort" by younger people. These officials feel that most of their employees probably ranked in the middle of their graduating classes.

Most officials feel that class standing should not have a bearing on employment but that a person's ability or potential to get the job done should be the deciding factor in employment. In most nonmetropolitan local governments, any college graduate would be welcome regardless of class rank.

Job Satisfaction

The overwhelming majority of local and state employees are satisfied with their current jobs (see Table II-13). This is not surprising. First, most studies of employee job satisfaction show a high degree of satisfaction on individual components of a job. Second, the officials interviewed have a great deal of attachment to their current government and are convinced that their employees have this same commitment.

Employees feel that a sense of achievement gained from their work is the most important aspect of their current position (see Table II-14). Only about half of the employees feel that salary and other financial reward are very important. Surprisingly, the least important aspect of a job for both state and local employees is receiving recognition for a job well done. This finding does not quite correspond to their feeling that gaining a sense of achievement is so very important in a job. It seems unlikely that public servants are that modest.

The local and state officials interviewed echo these employee opinions on job importance and job satisfaction, but they place slightly greater emphasis on the aspect of salary. Salary level is the most dissatisfying aspect of a job for both state and local employees. Limited promotional opportunities also cause a great deal of employee dissatisfaction. Employees are also dissatisfied with opportunities for on-the-job training. This aspect of job dissatisfaction was most evident in the field interviews. Local and state officials realize that much more work in developing training opportunities needs to be done.

TABLE II-13

JOB SATISFACTION

Aspect of Job		Number and Percent of employees who are: Very Satisfied		Satisfied		Dissatisfied		Very Dissatisfied	
Performing challenging assingments	(L)	25	27.8	59	65.6	6	6.7	0	- -
	(S)	301	30.9	528	54.2	126	12.9	19	2.0
Receiving recognition for a job well done	(L)	19	20.9	62	68.1	9	9.9	1	1.1
	(S)	147	15.0	604	61.6	175	17.9	54	5.5
Work requiring the best use of abilities	(L)	23	25.6	52	57.8	15	16.7	0	- -
	(S)	214	22.0	508	52.3	208	21.4	41	4.2
A feeling of achievement	(L)	26	28.6	55	60.4	8	8.8	2	2.2
	(S)	272	28.0	483	49.7	184	18.9	32	3.3
Working relationship with supervisor	(L)	39	42.9	45	49.5	7	7.7	0	- -
	(S)	422	43.3	426	43.7	88	9.0	38	3.9
Opportunity for promotion	(L)	12	13.3	50	55.6	21	23.3	7	7.8
	(S)	116	12.0	459	47.5	283	29.3	109	11.3
Working relationship with co-workers or colleagues	(L)	38	41.3	51	55.4	3	3.3	0	- -
	(S)	425	43.7	498	51.2	44	4.5	6	0.6
Amount of personal responsibility	(L)	29	31.5	55	59.8	8	8.7	0	- -
	(S)	238	24.4	564	57.7	143	14.6	32	3.3
On-the-job training and experience for personal growth	(L)	11	12.0	49	53.2	31	33.7	1	1.1
	(S)	135	13.9	552	56.9	238	24.5	45	4.6
Salary and other financial rewards	(L)	4	4.4	47	52.2	30	33.3	9	10.0
	(S)	87	9.0	502	51.6	310	31.9	73	7.5
Opportunities for creativity and innovation	(L)	11	12.1	65	71.4	14	15.4	1	1.1
	(S)	157	16.2	537	55.5	213	22.0	60	6.2
Opportunities to improve the quality of life for community residents	(L)	18	20.0	54	60.0	17	18.9	1	1.1
	(S)	181	18.6	561	57.8	200	20.6	29	3.0

(L)=Local
(S)=State

TABLE II-14

JOB IMPORTANCE

Aspect of Job		Number and percent of employees who feel that each aspect is: Very Important		Fairly Important		Not Important	
Performing challenging assignments	(L)	72	80.9	15	16.9	2	2.2
	(S)	835	84.9	138	14.0	10	1.0
Receiving recognition for a job well done	(L)	36	40.0	43	47.8	11	12.2
	(S)	446	45.4	468	47.6	69	7.0
Work requiring the best use of abilities	(L)	72	80.9	17	19.1	0	- -
	(S)	836	85.1	142	14.5	4	0.4
A feeling of achievement	(L)	78	88.6	10	11.4	0	- -
	(S)	888	90.7	89	9.1	2	0.2
Working relationships with supervisor	(L)	63	71.6	25	28.4	0	- -
	(S)	631	64.5	334	34.2	13	1.3
Opportunity for promotion	(L)	41	46.6	36	40.9	11	12.5
	(S)	569	58.5	358	36.8	45	4.6
Working relationship with co-workers or colleagues	(L)	68	77.3	20	22.7	0	- -
	(S)	663	67.8	303	31.0	12	1.2
Amount of personal responsibility	(L)	59	67.0	27	30.7	2	2.3
	(S)	615	63.1	338	34.7	22	2.3
On-the-job training and experience for personal growth	(L)	60	67.4	26	29.2	3	3.4
	(S)	655	67.2	294	30.2	26	2.7
Salary and other financial rewards	(L)	46	52.3	40	45.5	2	2.3
	(S)	525	53.8	433	44.4	18	1.8
Opportunities for creativity and innovation	(L)	49	55.1	34	38.2	6	6.7
	(S)	629	64.6	308	31.7	36	3.7
Opportunities to improve the quality of life for community residents	(L)	70	77.8	16	17.8	4	4.4
	(S)	737	75.1	223	22.7	21	2.1

(L)=Local
(S)=State

In general, local government employees are slightly more satisfied with their current positions than are state government APT employees.

Satisfaction with the Work of the Government

Local and state employees feel that their governments have been quite successful in dealing with such issues as improving the physical structure of the community or the area, increasing the economic well-being of the area, and reaching effective solutions to social problems (see Table II-15). On the issue of improving the physical structure of the community or the area, state employees are slightly more critical of their government's accomplishments. This position is reversed on the issue of increasing the economic well-being of the area. Here local employees are more critical of government accomplishments. The greatest difference between the opinions of local and state employees concerns the degree of government success in reaching effective solutions to social problems.

Local and state officials interviewed were less critical about government successes than the APT employees surveyed. Most officials feel that their government has been successful in accomplishing the designated tasks or objective. These officials recognize that more work needed to be done but feel that much had already been accomplished. Officials concerned with any one of these program areas, such as economic development, are generally much less critical of governments accomplishments in that aspect than is the total APT work force.

Job Perceptions

Most local and state employees feel that their opportunities to earn more money, to be more creative, or to improve the quality of people's lives would be about the same if they worked for any local or state government in a position similar to their current one (see Tables II-16, II-17, and II-18). On the other hand, employees feel that opportunities to earn more money would be significantly greater with either the federal government or in private industry. Few employees feel that their income levels would be lower with these two prospective employers.

Nearly 40 percent of the local government employees surveyed feel that their opportunities to develop new ideas and initiate new programs would be less with the federal government. About one-quarter of the state employees feel this way. Private industry continues to get high marks on this point from both state and local employees. At least half of the employees surveyed feel that their opportunities to be creative and innovative would be greater in private industry.

TABLE II-15

EMPLOYEE SATISFACTION WITH THE WORK OF THE GOVERNMENT

OBJECTIVE		Very Successful		Fairly Successful		Not Successful		Don't Know	
		#	%	#	%	#	%	#	%
Improving the Physical Structure of Community Area	(L)	12	15.2	59	74.7	8	10.1	0	- -
	(S)	141	14.5	611	62.7	142	14.6	81	8.3
Increasing the Economic Well-Being of the Area	(L)	5	6.2	53	66.2	20	25.0	2	2.5
	(S)	153	15.6	593	60.6	176	18.0	56	5.7
Reaching Effective Solutions to Social Problems	(L)	3	3.8	47	59.5	22	27.8	7	8.9
	(S)	72	7.4	439	45.3	358	36.9	100	10.3

(L)=Local
(S)=State

TABLE II-16

INCOME POSSIBILITIES

TYPE OF EMPLOYER	APT employees who feel that total personal income would probably be: Greater #	Greater %	Same #	Same %	Less #	Less %	Don't Know #	Don't Know %	Doesn't Apply in my Field #	Doesn't Apply in my Field %
FEDERAL GOVERNMENT										
State Government	822	83.7	96	9.8	29	3.0	24	2.4	11	1.1
Nonmetropolitan Local Government	72	80.9	9	10.1	4	4.5	2	2.2	2	2.2
ANOTHER STATE GOVERNMENT FOR STATE EMPLOYEES, OTHER LOCAL GOVERNMENT OUTSIDE MARYLAND FOR LOCAL EMPLOYEES										
State Government	153	15.8	540	55.7	82	8.5	187	19.3	7	0.7
Nonmetropolitan Local Government	26	29.2	30	33.7	8	9.0	23	25.8	2	2.2
PRIVATE INDUSTRY										
State Government	688	70.7	94	9.7	63	6.5	77	7.9	51	5.2
Nonmetropolitan Local Government	65	63.9	12	13.6	3	3.4	3	3.4	5	5.7

TABLE II-17

CREATIVE OR INNOVATIVE WORK OPPORTUNITIES

TYPE OF EMPLOYER	APT employees who feel that opportunities to develop their own ideas and start new programs would probably be:									
	Greater		Same		Less		Don't Know		Doesn't Apply in my Field	
	#	%	#	%	#	%	#	%	#	%
FEDERAL GOVERNMENT										
State Government	200	20.5	456	46.8	234	24.0	69	7.1	16	1.6
Nonmetropolitan Local Government	14	16.1	30	34.5	35	40.2	5	5.7	3	3.4
ANOTHER STATE GOVERNMENT FOR STATE EMPLOYEES, OTHER LOCAL GOVERNMENT OUTSIDE MARYLAND FOR LOCAL EMPLOYEES										
State Government	48	4.9	660	68.0	62	6.4	182	18.8	18	1.9
Nonmetropolitan Local Government	6	6.8	52	59.1	4	4.5	23	26.1	3	3.4
PRIVATE INDUSTRY										
State Government	525	54.2	183	18.9	90	9.3	110	11.4	61	6.3
Nonmetropolitan Local Government	44	50.6	23	26.4	11	12.6	4	4.6	5	5.7

TABLE II-18

PUBLIC SERVICE OPPORTUNITIES

TYPE OF EMPLOYER	APT employees who feel that opportunities to improve the quality of people's lives would probably be:									
	Greater		Same		Less		Don't Know		Doesn't Apply in my Field	
	#	%	#	%	#	%				
FEDERAL GOVERNMENT										
State Government	180	18.4	526	53.9	174	17.8	58	5.9	38	3.9
Nonmetropolitan Local Government	12	13.8	43	49.4	22	25.3	6	6.9	4	4.6
ANOTHER STATE GOVERNMENT FOR STATE EMPLOYEES, OTHER LOCAL GOVERNMENT OUTSIDE MARYLAND FOR LOCAL EMPLOYEES										
State Government	33	3.4	720	74.4	50	5.2	127	13.1	38	3.9
Nonmetropolitan Local Government	6	6.9	59	67.8	3	3.4	15	17.2	4	4.6
PRIVATE INDUSTRY										
State Government	239	24.8	262	27.2	245	25.4	138	14.3	81	8.4
Nonmetropolitan Local Government	22	25.6	29	33.7	23	26.7	5	5.8	7	8.1

On the issue of improving the quality of people's lives, employee opinions on opportunities with either the federal government or in private industry are more divided. The same relative number of employees feel that their opportunities would be either greater or less than with their current government.

On this aspect of job perceptions, the views of the officials interviewed closely coincide with those of the employees. Both private industry and the federal government are viewed as the principal threats for a government in retaining its staff. Officials feel that freedom of action would be greater in the private sector of the economy. However, the overriding feeling is that the government is doing a good job in providing a meaningful employment opportunity.

Career Plans

State government employees are more optimistic about their career prospects during the next five-year period than are local government employees. Local employees, however, feel that they have made much more career progress during the last five years.

Employees were asked to determine where they currently stood on a 10-point scale in which "10" represents the best possible job for them and "0" the worst. They were also asked to determine where they feel they will stand five years from now. The results of this "self anchoring" scale are:

JURISDICTION	Position Five Years Ago	Current Position	Percent of Change	Expected Position Five Years From Now	Percent of Change
State Government	5.23	6.53	24.9	7.89	20.8
Nonmetropolitan Governments	5.72	7.05	23.3	8.49	20.4

What Does All This Mean? An Assessment

The results from the questionnaire survey, and the interviews with key officials indicate that current public service manpower resources are stretched quite thin. Employee educational levels do not exceed, or in some cases even meet, existing standards and requirements. Even though many employees have prior work experience, this experience is not always directly relevant to their current positions.

This key issue in the public service is not really one of the quality of current employees, but rather outlook, attitudes, and utilization. A basic characteristic of APT employees in local government and most state

agencies is complacency. For all too many employees, a public service position implies job security and a reasonable paycheck every few weeks.

Officials feel little or no urgency about the problems facing nonmetropolitan local governments--housing, planning, renewal, transportation, environmental protection, leisure-time activities. The urban crisis and the need for concerted action in community development is something facing Baltimore City or Prince George's County, but not their jurisdiction. Unfortunately, local officials do not appear to be learning from the mistakes of other jurisdictions. They decry strip development in the built-up metropolitan areas and condone it in their own jurisdictions.

A complicating factor in meeting public service manpower needs is the highly specialized, fragmented nature of most APT positions. As governments have begun to carry out new tasks and duties, they have attempted to meet these new assignments of responsibilities by creating positions requiring very specialized competencies. As more tasks are added by the government, the number of specialists increase. Governments have not, however, pursued the necessary opposite course of action--developing positions for people to "put all the pieces back together."

In many instances government officials do not want to think about planning and development for they imply change. The unfortunate aspect is that change is going to occur in many areas in spite of government actions, or inaction. What many officials fail to realize is that only through a comprehensive approach to community development can this future growth and change be effectively managed and controlled.

Within local and state governments there are the resources for creating positive, effective action in meeting community development problems. What is needed is the leadership to effectively use these resources.

Recommendations

For all nonmetropolitan local governments and the state government it is recommended that:

1. Concerted, positive action programs be established to place more women and minority group members in APT positions. These programs should include more aggressive recruitment efforts, the elimination of existing discriminatory barriers, and the development and implementation of specialized career development programs that will lead to responsible APT positions.

2. Programs and policies to facilitate job movement among governments be established. Transferability of retirement credits among governments should be allowed. Restrictive residency requirements should be eliminated. Career systems and patterns that allow for lateral entry must be created.

It is recommended that the Department of State Planning continue to assert a strong leadership in getting nonmetropolitan local governments to assume a more active role in community development activities and functions.

CHAPTER III

PERSONNEL MANAGEMENT FOR COMMUNITY DEVELOPMENT MANPOWER

Personnel management needs to be strengthened significantly in nonmetropolitan local governments. At the state level, more attention must be given to refining and improving current personnel practices and policies. In the majority of local governments surveyed, merit personnel systems have not yet been established. In those governments which have a merit system, the "spoils battles" were fought quite recently. At the state level, the personnel department has just recently been elevated in status to cabinet rank and given responsibility over a larger portion of the state work force.

Most personnel officials in nonmetropolitan local governments have not been trained in current practices and approaches to the traditional personnel functions--recruitment, classification, testing, training, and promotion.

Because the Governor's Operating Economy Survey (GOES) recently undertook a major study of personnel administration in state government, this chapter will deal primarily with the personnel systems and manpower problems of nonmetropolitan local governments.[1]

Personnel Administration

A fundamental characteristic of nonmetropolitan local governments is the limited amount of time and attention devoted by key officials to personnel administration. In the local governments surveyed, few had either full-time personnel directors or individuals within the organization who devoted any appreciable percentage of their time to personnel matters. In most nonmetropolitan local governments, personnel activities are handled by the chief elected officials, chief administrator, or individual department head.

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1. Readers interested in state government personnel administration are urged to review GOES' report. Governor's Operating Economy Survey, Report on Personnel Administration (Baltimore: State Use Industries, 1969), 32 pp.

Few local officials are giving much thought to the broader issue of manpower management. This includes such factors as comprehensive career systems and processes for career development, team approaches to management problems, new technology applications, manpower planning, inservice training and education, job mobility, and cooperative approaches to manpower problems. The nonmetropolitan local governments are a long way from the establishment of basic policies and procedures for personnel administration.

In the local governments with established personnel departments, officials view personnel administration as a very specialized staff activity that only relates to general government management in a highly indirect fashion. Personnel agencies are viewed by most department heads, including those in the field of community development, as having very limited roles to play within the organization. These department heads wish to retain their own powers and rights to hire new staff and to make other personnel decisions.

An obstacle to the development of effective personnel systems in the majority of nonmetropolitan local governments is the lack of merit systems. Only about one-third of the counties surveyed had a merit system. The municipal governments have a far better record in doing away with the spoils system--all but two of the municipal governments surveyed have a merit system. For most local government officials, a merit system is linked closely to charter home rule. They do not see them as separate issues and problems. Key elected officials feel that the electorate in their areas do not understand the necessity for governmental change to meet new problems and needs. Most of these officials cite the defeat of the proposed constitution by the 1967-68 Maryland Constitution Convention as a good example of area residents desire to retain the status quo. Therefore, charter home rule issues are deferred and with them the establishment of merit systems.

The debate and discussion on the establishment of merit systems also includes the very real issue that current elected officials would lose some of their authority and power if merit systems were adopted. Nevertheless, a number of elected officials expressed growing interest in the establishment of merit systems as one way to develop more effective responses to community development problems. Most officials agree that the climate for adoption of a merit system is gradually improving.

One frequently cited example for this improved atmosphere is the adoption of comprehensive pay plans by many of the governments. Another example is the establishment of either personnel agencies or the designation of one individual to devote a significant portion of this time to personnel matters.

At the moment, personnel administration in nearly all nonmetropolitan local governments is largely a "clerical" function: processing job applications, handling job requests, maintaining employee files, and handling employee payrolls. Individual department heads, rather than personnel

administrators or chief administrators, play the most important and decisive role in personnel administration. Because of this, personnel activities tend to be very isolated and fragmented within the government. Employee career patterns tend to be confined to only one department, and what limited training exists is generally carried out along these departmental lines.

Personnel Practices and Policies

Because most nonmetropolitan local governments do not have organized personnel systems, personnel policies and practices vary greatly among the governments. There is little comparability among the personnel systems surveyed. Pay varies greatly from one government to another, as do the type and level of fringe benefits. Classification plans, where they exist, are incompatible with each other. Some of this variation is being lessened as more local governments turn to either the State Personnel Department or the Maryland Technical Advisory Service for technical assistance and support in the establishment of personnel policies and procedures.

Existing personnel policies and practices can best be described as fundamental. They are based on the ideas and principles to be found in personnel administration texts written 20 years ago. In their desire to establish formal personnel systems, local government officials have sought to implement what they believe to be highly "professional" practices. This has included the utilization of traditional approaches to personnel administration that may not always be well adapted to local needs.

One example of this basic approach to personnel matters can be seen in local government recruitment efforts. There are no major outreach recruitment efforts for either the immediate area or for the state. Instead, the local governments rely on ads in local newspapers, notices on bulletin boards, and personal contacts, many of which are political in nature. None of the local governments surveyed attempted to visit colleges and universities in their area or in other parts of the state.

In recruitment for APT personnel in community development most local governments rely on ads in professional journals or participation in some of the professional association job clearing-house efforts, especially those at annual conferences. One limiting factor in any recruitment program is that many of the governments do not pay travel expenses for interviews or moving expenses for new APT employees. In those governments that can make such payments, budget funds for these purposes are extremely limited.

Militating against local government recruitment efforts are either political pressures or personnel policies requiring the government to hire local residents. Many of the local governments surveyed did require their APT employees to live within the jurisdiction, but in most instances any new employee had one year to establish residency.

The most stringent residency requirements are for non-APT positions, especially clerical, law enforcement, and blue collar jobs. For example, in one jurisdiction, prospective laborers must have lived in the community for at least two years before they could be appointed to a government job. In this same government, clerical positions can be filled only by persons who have lived in the community for at least one year prior to job appointment. An official in this government gave the following reasons for this policy: "We feel that our first obligation in providing employment opportunities should be directed to the residents of the community, for they are the ones who are actually paying for the government. In addition, with the generally high rate of both unemployment and underemployment in the area, these policies have not had any detrimental impact on our ability to meet manpower needs."

However, the greatest pressures to hire only local residents for government positions are political. The patronage system is well entrenched in many of the nonmetropolitan local governments. Even where a merit system has been established, personal friendships and relationships play a dominant role.

Political pressures against hiring nonresidents are somewhat less for APT positions, including those in community development. One exception in many areas is for positions such as planner, building inspector, or zoning administrator. Here, there is strong desire to hire someone who "knows" the area.

In a few nonmetropolitan local governments, political pressures completely rule our hiring nonresidents for APT positions. One key elected official accurately reflected this policy when he stated: "We would not look outside the limits of the jurisdiction for any position that might come open. We feel that our obligation is to provide jobs for residents of the area." When asked what would happen if there were no qualified people in the area, he replied: "If there were no qualified people in the jurisdiction, we would still not look outside. Instead, we would hire someone in the area and then give him the necessary training to get the job done." It must be pointed out that in-service training for APT positions is almost nonexistent in nonmetropolitan local governments. (This aspect of local personnel systems is explored more fully in Chapter IV.)

In terms of personnel policies and procedures, the nonmetropolitan local governments have a long way to go to establish basic personnel systems and operations. The development of comprehensive manpower and career development systems is a distant goal. This lack of formal, established ways of doing things in personnel could, however, turn out to be a real asset to these governments in developing effective local personnel operations. These governments should not be faced with the rigidities of the status quo or with attempting to overcome the inertia of highly structured approaches to personnel activities.

Organizing for Action

As noted earlier, there are few personnel departments or offices in the local governments surveyed. Where they do exist, they come under the direct supervision of the elected officials, not a chief administrative officer. Those governments that have merit systems have not established independent civil service boards or commissions. The boards or commissions that exist tend to have appellate functions, not administrative authority.

Within most local governments, personnel responsibilities tend to be highly decentralized. Individual department heads play a dominant role in the establishment and operation of personnel systems. Local services that are state supported, such as health and welfare, are outside the local government's personnel system. These employees are under the jurisdiction of the appropriate state agency and the State Personnel Department.

An additional factor further decentralizing personnel responsibilities is the large number of employees that come under the jurisdiction of other local elected officials, namely the treasurer and sheriff. Finally, some local government services are under the supervision of independent boards and commissions, the most common being library and recreation boards.

It stands to reason that if the local governments, as well as the state government, have not established highly centralized management systems, then personnel management will not be centralized. The few existing personnel departments and agencies are attempting to bring about some consolidation of responsibility and authority but, to use the words of one local official, "It is going to be a hard, tough battle to bring some order to the current chaos."

Some Pressing Manpower Problems

In addition to the problems of personnel authority decentralization, the lack of formal personnel systems, and the widespread prevalence of patronage systems, there are a number of other critical issues being faced by both local and state governments. These include equal employment opportunity, unionization and labor-management relations, manpower utilization, and management support.

Equal Employment Opportunity

Both women and minority group members are decidedly underrepresented in local and state government, especially in community development APT positions. The interviews with local and state officials revealed a lack of immediate concern about this problem, particularly regarding female employment.

A few local governments have begun to hire blacks for key positions. This trend is most noticeable in two lower Eastern Shore communities, Salisbury and Cambridge. In the other governments, comparable efforts were not seen, even though in many parts of the state, blacks constitute a significant proportion of the population. Of course, it is realized that the competition to hire well-qualified blacks for APT positions is most intense, but it is also apparent that some departments of the state government and most nonmetropolitan local governments have not been successful in their attempts.

The interviews with key officials revealed that some of them feel concerted action programs to increase the number of blacks in government positions should not be implemented. These officials felt that "race should not be a factor in employment. If the person can meet your job standards and requirements then we would hire him." It would be nice to assume that this would or does now happen, but the absence of blacks from key positions in most governments seem to substantiate a contrary view.

Local officials favoring concerted action programs to hire more blacks are doubtful that their government could make the necessary changes to achieve any success. These officials doubt whether the government would accept these individuals, and most important whether or not the community would accept this change. The results in both Salisbury and Cambridge seem to indicate that a community can change its views.

The pressure for more minority group members in responsible APT positions is being felt most intensely by a number of state agencies, especially those which must deal directly with the public. As yet there are few indications that any positive action programs are being implemented.

This desire to hire more blacks can have some interesting consequences. One state agency recently had four openings for key professional positions, and the four top candidates on the qualifying examination all were blacks. The agency director felt that he could not hire all blacks if he wished to maintain a balanced or integrated staff. He therefore had to select a number of whites even though they actually had lower test scores.

Female employment in local and state government is concentrated in clerical positions. For APT employment, most women are in the fields of health, welfare, and libraries. In community development, there are few women holding key positions--one exception being clerk to the county commissioners.

Many of the officials interviewed do not feel that any concerted programs should be undertaken to increase the number of women in APT positions. These officials feel that female employees are likely to have higher turnover rates due to both marriage and family raising. In addition, they also feel that women are more likely to leave government employment because their husbands are being transferred out of the area. This impression of high female job mobility is most apparent in governments with or near major federal installations.

None of the local governments surveyed had looked into the possibilities of part-time employment for women to fill critical shortage areas. One problem in many of the nonmetropolitan areas is the low educational level of area women.

Unionization and Labor-Management Relations

Only a few of the nonmetropolitan local governments have employee unions or associations. At the state level, employee unions affect only a few departments and agencies. In neither instance is a union recognized as the sole representative of the employees. There is no collective bargaining on wages.

Even though the current extent of public service unionization is low, it cannot be assumed that this will continue. Public employee unions are one of the fastest increasing type of unions in the country. Not only are public service unions increasing in numbers, but also in their militancy.[2]

Most local and state officials have not given much thought to government policies and actions designed to deal with unions. Many local officials interviewed feel that is you do not talk about the problem it might go away.

Local officials need to be made aware of the nature and purpose of public service unions and to develop effective labor-management relations. Most important, many of the fundamental assumptions of local and state officials about unions need to be seriously questioned. For example, the belief and view that public employees would not or will not strike must certainly be brought up-to-date in light of actual developments and laws passed by the states of Hawaii and Pennsylvania.

One way for local officials to receive this necessary information and assistance would be for appropriate associations or state agencies, most notably the Personnel Department, to conduct statewide and regional seminars on labor-management relations. These programs also could allow local government officials to exchange ideas and thoughts on labor-management relations among themselves.

Manpower Utilization

Local and state employees feel that they are, to a certain extent, underutilized. For example, roughly 70 percent of the local APT employees surveyed feel that there are parts of their current job that could be adequately performed by paraprofessionals or similar employees. Nearly 60 percent of the state employees held this same opinion (see Table III-1).

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2. The strike by Highway Department employees in Garrett County is an example of this attitude.

TABLE III-1

COULD PARTS OF YOUR CURRENT JOB BE DONE BY PARAPROFESSIONAL EMPLOYEES?

Jurisdiction	Yes		No		Not Sure	
	#	%	#	%	#	%
State of Maryland	588	60.0	311	31.7	81	8.3
Allegany County	7	100.0	0	--	0	--
Cambridge	9	90.0	0	--	1	10.0
Charles County	6	50.0	6	50.0	0	--
Cumberland	10	71.4	2	14.3	2	14.3
Frederick County	12	75.0	0	--	4	25.0
St. Mary's County	5	50.0	3	30.0	2	20.0
Salisbury	6	75.0	2	25.0	0	--
Washington County	2	50.0	2	50.0	0	--
TOTAL (LOCAL GOVERNMENT)	57	70.4	15	18.5	9	11.1

Source: Employee questionnaires.

In addition, state and local APT employees feel that, on the average, they spend about 20 percent of their working time on tasks they considered to be clerical in nature. Both technical and professional employees also feel that they spent a considerable portion of their time on administrative or supervisory tasks--tasks for which they were not specifically trained.

State officials interviewed feel that many job standards and requirements are too high in light of actual job duties and responsibilities. This view was widely held at the state level because of the large number of professional positions in state government and the more specialized nature of the work. One official summed up this feeling when he stated: "Our educational requirements need to be thoroughly reexamined in light of job duties and the educational content of degree programs."

In some of the nonmetropolitan local governments surveyed, there is evidence of employees adequately filling key APT positions even though they do not meet all of the existing requirements and standards. This is most noticeable in many of the engineering departments where there are draftsmen who can perform many basic engineering tasks, thereby freeing the existing engineers for more complex work.

Management Support

In nearly all nonmetropolitan local governments there is little or no backup strength for top management personnel. In the state agencies surveyed, top management support strength is somewhat better. Middle management tends to be very weak.

In the local governments, the size of current staffs does not allow for the appointment of deputies or assistants for current department heads. This lack of backup strength can be a major obstacle to involving these key officials in post-entry education and training programs requiring work-time release. One-man departments are very common in most of the community development agencies, such as planning and economic development. In many departments, the department head may be the only professional.

Many of the officials interviewed realize the critical importance of developing backup strength. However, attempts at solutions tended to be inaugurated by individual department heads rather than by the government as a whole. Most officials feel that given current staffing levels all they could hope to accomplish would be to train someone "to keep all the pieces together" until a permanent replacement could be found.

State officials in most departments surveyed feel that there are people in the department or agency who could step in and adequately fill the top position if it should become vacant. In the smaller, newer departments, provisions have not yet been made in all instances for the creation of a deputy or assistant director position. However, officials in these departments do feel that there was someone to keep the department or agency functioning until a permanent replacement could be hired.

The problem of middle management support is quite serious at the state level. In the local governments surveyed, there is no real middle management. Nearly all department officials surveyed indicate dissatisfaction with middle management staffs. Officials feel that this problem is the result of personnel policies that do not promote qualified, competent individuals quickly enough, the lack of training specially geared for potential middle management personnel, and the narrow career patterns of most employees.

Department heads feel that increased job mobility within their department and within the state government would allow qualified management personnel to assume middle management positions, even though these positions might not be in an employee's current agency or narrow field of specialization. What these officials are arguing for is the creation of generalist career admininstrators. By relying almost exclusively on promotion from within, agencies and departments are not always able to fill management positions with the most qualified individuals. At the same time, well-qualified individuals may not be promoted to higher level positions because of lack of growth or turnover at the management level.

Summary and Recommendations

Effective community development programs at both the state and local levels will require well-qualified APT staffs. The hiring, retention, and improvement of these staffs will necessitate the development of effective personnel systems, especially in nonmetropolitan local governments. The stakes of community development are too high to continue to rely on the

ability of political patronage systems to provide the necessary manpower. Local governments must look beyond their narrow borders for the people to fill key management and professional positions.

Personnel administration is a too important management function to be overlooked. Ad hoc personnel arrangements must be replaced by formal personnel systems, which incorporate policies and procedures designed to meet specific needs and pressures. Personnel administration must be viewed as an integral part of local government management. Sound personnel administration must also be viewed as the beginning point in the development and implementation of comprehensive manpower management strategies and systems.

Therefore, for all nonmetropolitan local governments, it is recommended that:

1. Merit personnel systems be adopted. Both the State Personnel Department and the Maryland Technical Advisory Service should provide technical assistance and support for this effort. These merit systems should cover all employees except elected officials, chief administrative officers, and department heads.

2. Personnel departments, under the direction of the chief administrative officer, be established. The personnel department should have responsibility for all employees coming under the jurisdiction and supervision of the local government.

3. The concept of manpower management be incorporated into the management structure and philosophies of these governments. Department heads and agency directors should play an important role in determining manpower strategies. Interagency personnel councils should be established by personnel directors to facilitate communication within a government on personnel matters.

For the state government, it is recommended that:

1. The recommendations contained in the Governor's Operating Economy Survey on personnel administration be implemented.

2. The State Personnel Department should provide technical assistance and support to nonmetropolitan local governments on the establishment of both merit personnel systems and centralized personnel agencies and offices. Local government officials concerned with personnel matters should be provided with training and guidance from state officials.

3. The State Personnel Department should establish state-wide or regional seminars on the problem of labor-management relations.

For all nonmetropolitan local governments and the state government, it is recommended that:

1. Comprehensive public service career systems be established which emphasize: (a) promotions based on continuing education and training as well as work ability and seniority; (b) job rotation and intra- and intergovernmental mobility; and (c) extensive post-entry training and education.

2. Expanded career and employment opportunities be established for women, blacks, and other minority groups through, first, more aggressive recruitment efforts, and, second, the development of new jobs and positions that lead directly to APT positions in community development.

3. Current APT positions be carefully reviewed and examined to determine where existing job qualifications and standards need to be closely aligned to job duties and responsibilities. This review effort could effectively complement the recommended program for expanded public service opportunities for women, blacks, and other minority groups.

4. Intergovernmental cooperative recruitment programs for difficult to fill APT positions be established. A governments participation in a cooperative effort would vary according to the personnel needs of the government. A cooperative recruitment program would merely seek to provide information about employment opportunities and conditions in all participating governments. Final hiring decisions would continue to be made between individual governments and prospective employees.

For the Department of State Planning, or other appropriate State agency, it is recommended that:

1. A comprehensive manpower planning process for community development development APT personnel be continued. This process should seek to determine current manpower needs, develop projections for the future, and recommend education and training programs essential for improving the public service. Key local and state officials should participate in this planning process.

2. Research into the establishment of statewide public service career systems be inaugurated. This research should examine intergovernmental job mobility. Career ladders incorporating requirements for intergovernmental job rotation should be considered.

CHAPTER IV

EDUCATION AND TRAINING FOR THE PUBLIC SERVICE

Education and training are essential for developing and maintaining the competencies necessary for the modern public service. Government has a legitimate interest in the continuing development of the individuals it employs and an obligation to help shape the educational experience leading to careers in the public service. Throughout the state, there is a critical need to develop closer, more effective ties between governments and institutions of higher education.

The current state APT work force in community development is significantly better educated than its counterpart in nonmetropolitan local governments, but both state and local work forces could benefit from improvement. State and local government officials, for the most part, have an understanding of the importance of education and training, but current program efforts are very limited.

Colleges and universities are becoming much more interested in studying "things urban" and attempting to involve their students in working assignments with government. However, most of these new courses and approaches are implemented without full understanding and appreciation of the real needs of the public service.

Educational Levels of Current APT Employees

The educational level of community development APT employees in nonmetropolitan local governments is much lower than the level in the state government (see Table IV-1). About half of the local APT employees surveyed had only a high school education or less. On the other hand, only about one-quarter of the state employees had not gone beyond high school. State government totals also are higher for employees who have completed either four years of college or one or more years of college. The number of employees who have completed only elementary school in both local and state government is negligible.

The educational differences between the state government and the nonmetropolitan local governments are quite apparent when analyzing degrees earned. In nonmetropolitan local governments, 67 percent of the total community development work force does not have any type of college degree. On the other hand, only 30.9 percent of all state employees have not earned a degree.

TABLE IV-1

EDUCATIONAL LEVELS OF APT EMPLOYEES

Jurisdiction	High School or Less		College One-Three Years		College Four Years		One or More Years Beyond College	
	#	%	#	%	#	%	#	%
State of Maryland	259	26.1	140	14.1	368	37.1	226	22.8
Allegany County	3	42.9	2	28.6	1	14.3	1	14.3
Cambridge	4	40.0	2	20.0	3	30.0	1	10.0
Charles County	8	66.7	1	8.3	1	8.3	2	16.7
Cumberland	7	50.0	3	21.4	4	28.6	0	--
Frederick County	9	56.2	4	25.0	3	18.8	0	--
St. Mary's County	5	45.5	1	9.1	1	9.1	4	36.4
Salisbury	2	25.0	4	50.0	0	--	2	25.0
Washington County	1	25.0	2	50.0	1	25.0	0	--
TOTAL (Local Govt)	39	47.6	19	23.2	14	17.1	10	12.2

Source: Data for all tables in Chapter IV are from employee questionnaires.

Forty-two percent of the local government employees who have attended college have not earned a degree; whereas only one-quarter of the state employees who have attended college have failed to earn a degree.

Nearly three-quarters of all state employees who have attended college have a bachelor's degree; whereas only 63 percent of the local government employees attending college have earned a bachelor's degree (see Table IV-2). Master's degrees and other advanced degrees are not common in either local or state government. One reason why the incidence of advanced degrees is low is that many of the functional areas in community development do not require such degrees. If areas such as health, welfare, and libraries had been included in the survey, the number of graduate degrees would have been higher.

Employee age has a significant impact on educational level. The younger the employee, the more likely it is that he has completed four years of college and earned a bachelor's degree. For example, nearly three-quarters of all state and local APT employees age 25 or less have completed four years of college. On the other hand, only about 20 percent of the employees over the age of 45 have completed four years of college. Nearly 30 percent of these employees 45 or older ended their education at four years of high school; however, only about 10 percent of those under 35 left school after just four years of high school.

On the basis of degrees earned, younger employees also show a higher educational level. About 60 percent of the employees over the age of 45 have a bachelor's degree, as compared to 94.3 percent of those 25 or younger. Employees

TABLE IV-2

DEGREES EARNED BY COMMUNITY DEVELOPMENT APT STAFFS

Degree	Number of Degree Holders	As a percent of All Employees Having Done Some College Work	As a percent of All APT Employees in the Survey
Associate of Arts			
Local Governments	6	13.6	6.5
State Government	45	6.1	4.5
Bachelor's Degree			
Local Governments	28	63.6	30.1
State Government	550	74.9	55.3
Master's Degree or Equivalent			
Local Governments	6	13.6	6.5
State Government	94	12.8	9.5
Law Degree, Ph.D., or other advanced degree			
Local Governments	3	6.8	3.2
State Government	64	8.7	6.4

25 or under are less likely to have master's degrees than those in other age groups, expecially those between the ages of 36 and 45. One-sixth of these older employees have a master's degree, as compared to about 5 percent of those under the age of 26.

For APT employees who have attended college, it is more likely that older employees will not have earned a degree. About one-third of employees 46 or older who have attended college have not earned a degree. Less than 5 percent of those 25 or younger have not done so.

Survey results show that women and men have the same educational background. The same percentage of women have bachelor's degrees as men. However, women are less likely to have done any work beyond a B.A.

Educational Specialization

Another important factor in assessing the educational preparation of persons for the public service is their major fields of study. An examination of the major field of study reported by the employees in both the state government and the local governments would suggest that the educational pattern of community development employees tends to be quite generalist oriented (see Table IV-3). Engineering, architecture, and other specialized fields of study account for a small fraction of the state's APT community development work force and about one-fourth of the local government community development staff.

"Generalist" degrees in such areas as English and the social sciences account for the vast majority of college and university degrees earned by APT staffs. One reason why the number of generalist degrees is quite high is the study's definition of community development, which excluded such areas as social welfare, health, and libraries where more specialized education is required.

TABLE IV-3

MAJOR FIELD OF STUDY OF COMMUNITY DEVELOPMENT APT PERSONNEL

	Total	State Government	Nonmetropolitan Local Governments
High Specialities			
Engineering	55	45	10
Architecture	8	8	0
Social Work	13	12	1
Generalist			
English/Journalism	38	37	1
Social Sciences	134	132	2
Natural Sciences	68	66	2
Public Administration	34	33	1
Business Administration	84	78	6
Law	54	52	2
Education	62	60	2
Planning	8	6	2
Other			
Recreation	10	7	3
Accounting	40	36	4
Public Safety	5	5	0
Miscellaneous	81	77	4
TOTAL	694	654	40

Influence of Maryland Colleges and Universities

A common perception of most local government officials is that few of their employees with college degrees earned them at area colleges and universities. Survey results tend to substantiate this view (see Table IV-4). Only about one-quarter of the local government employees with college degrees earned tham at institutions of higher education in the state of Maryland. Only 11.5 percent of these employees earned their degrees at the University of Maryland.

A majority of state employees, on the other hand, received their highest degree from a Maryland college or university, but only about 30 percent of these Maryland-educated individuals earned their highest degree at the University of Maryland.

The state officials interviewed feel that Maryland colleges and universities play an insignificant role in the pre-service education of their staffs. On this point, the survey data point out a different finding. These officials are quite sure that the University of Maryland does not play a dominant role.

It is surprising how few employees have received their degrees at colleges and universities within the Washington metropolitan area. Washington area colleges and universities offer a wide variety of programs and degrees geared to meet specific needs of the public service. Schools in the Washington area feel they attract their student body from the nation as a whole, not just the immediate metropolitan region.

Employee Participation in Continuing Training and Education

Nearly one-half of the local and state employees working in community development have participated in some form of post-entry training or continuing education during the past 12 months (see Table IV-5). Over half of the employees trained took this training through their government. This is a significantly larger percentage than the interviews with key local and state officials indicated.

Most government conducted and sponsored training is handled by an employee's department or agency, not a central personnel department (see Table IV-6). This is because many local governments do not have formally established personnel agencies, and the state personnel function is decentralized. Larger state agencies and departments have resources to do their own training. The central personnel department does provide some guidance and direction for these departmental programs.

A few state officials have taken the initiative in establishing training programs to meet the specific needs of their agencies. One good example of this work is found in the Human Relations Commission, where the Director

TABLE IV-4

COLLEGE OR UNIVERSITY FROM WHICH HIGHEST DEGREE AWARDED

	University of Maryland	A Maryland State College	A Junior or Community College in Maryland	Other College or University in Maryland	College or University in the Washington Metropolitan Area	Other College or University	Number of Employees	Percent of Highest Degrees Earned at Maryland Colleges and Universities	Percent of Highest Degrees Earned at the University of Maryland
State of Maryland	105	65	15	175	32	249	641	56.2	16.4
Allegany County	0	0	0	0	2	2	4	0.0	--
Cambridge	0	1	0	0	0	3	4	25.0	--
Charles County	2	0	0	0	1	0	3	66.7	66.7
Cumberland	0	0	0	0	0	4	4	0.0	--
Frederick County	0	0	0	0	0	3	3	0.0	--
St. Mary's County	0	0	0	2	0	3	5	40.0	--
Salisbury	0	0	0	0	0	1	1	0.0	--
Washington County	1	0	0	0	0	0	1	100.0	100.0
TOTAL (Local Government)	3	2	0	2	3	16	26	26.9	11.5

TABLE IV-5

IN-SERVICE TRAINING PARTICIPATION BY APT EMPLOYEES

JURISDICTION	Employees Taking In-Service Training Courses		Kinds of Training Courses Offered and Conducted by:											
			Local or State Government		Colleges and Universities in Maryland		Other Colleges and Universities		Workshops, or Seminars of Professional Associations		Correspondence Courses		Other	
	#	% of Total	#	%	#	%	#	%	#	%	#	%	#	%
State of Maryland	451	45.3	247	54.8	191	42.3	47	10.4	175	38.8	8	1.8	74	16.4
Allegany County	5	71.4	3	60.0	4	80.0	1	20.0	2	40.0	2	40.0	0	--
Cambridge	5	50.0	4	80.0	1	20.0	0	--	3	60.0	0	--	0	--
Charles County	7	58.3	5	71.4	5	71.4	2	28.6	6	85.7	0	--	0	--
Cumberland	6	42.9	4	66.7	2	33.3	1	16.7	6	100.0	1	16.7	0	--
Frederick County	7	41.2	1	14.3	1	14.3	3	42.9	1	14.3	1	14.3	2	28.6
St. Mary's County	2	18.2	2	100.0	2	100.0	0	--	0	--	0	--	0	--
Salisbury	3	37.5	1	33.3	1	33.3	1	33.3	2	66.7	1	33.3	0	--
Washington County	3	75.0	0	--	1	33.3	0	--	3	100.0	0	--	0	--
TOTAL (Local Government)	38	45.8	20	52.6	17	44.7	8	21.0	23	60.5	5	13.2	2	5.3

TABLE IV-6

COURSES OFFERED BY THE STATE OR LOCAL GOVERNMENT

JURISDICTION	State and Local Government Training	Central Personnel		Own Department		Other Department		Other*	
		#	%	#	%	#	%	#	%
State of Maryland	247	67	27.1	97	39.3	72	29.1	100	40.5
Local Governments	20	3	15.0	6	30.0	0	--	7	35.0

* These are generally courses offered and conducted by a combination of agencies and departments within the government.

has brought in both leading specialists in human relations work and community leaders to talk to the agency's professional staff about current problems and issues. The Director also has organized staff seminars to review recent books on community problems and to discuss current problems facing the agency.

Maryland colleges and universities provide far more of the APT in-service training than the interviews suggested. Most officials feel that colleges and universities are not interested in the problems of local and state government. It must also be pointed out that many of these officials are unaware of the type of courses available at institutions of high education, including those in their immediate area.

The majority of this training by colleges and universities is accomplished through short courses or institutes (see Table IV-7). Regular academic courses for credit play a smaller role, especially for the nonmetropolitan local government APT staffs. This finding is contrary to the views and opinions of most officials. They feel that colleges and universities do not offer much except traditional courses. Within the state government, approximately 10 percent of the community development APT work force surveyed were currently taking courses for academic credit. Nearly all of these employees were enrolled in a degree program.

TABLE IV-7

IN-SERVICE APT EDUCATION AT MARYLAND COLLEGES AND UNIVERSITIES

JURISDICTION	Maryland Colleges and Universities	Academic Credit		Short Courses		Other	
		#	%	#	%	#	%
State of Maryland	191	89	46.6	99	51.8	30	15.7
Local Governments	17	2	11.8	10	58.8	5	29.4

For local government employees, workshops and seminars offered by professional associations play a very important role in fulfilling training needs. Fewer state employees, by percentage, rely on this source for training.

Approximately, one-quarter of the APT work force taking training during the past 12 months spent between 21 and 40 working hours on this training. Nearly one-half of the employees receiving training spent between 21 and 80 hours (see Table IV-8). It would seem that the employees surveyed do have a sincere interest in continuing training and that the governments will allow the time for this training.

TABLE IV-8

HOURS SPENT ON IN-SERVICE TRAINING

JURISDICTION	0		1-20		21-40		41-60		61-81		81-120		120-200		200 or More	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
tate of Maryland	48	10.3	113	24.2	116	24.8	59	12.6	54	11.6	40	8.6	22	4.7	15	3.2
ocal Governments	2	5.0	10	25.0	9	22.5	9	22.5	4	10.0	3	7.5	2	5.0	1	2.5

Another encouraging factor for programs of continuing education and training is that about one-third of the APT employees surveyed indicate that during the last 12 months there was a course or program offered that they had wanted to take, but for various reasons could not (see Table IV-9). There is no appreciable variation between the state government and all nonmetropolitan local governments on the percentage of employees wanting to take some additional training.

For local government APT employees, the most important reason for not participating in a training program was inability to spare the working time. For state government employees, the issue of being unable to spare working time was less important.

This factor of not being able to spare the working time, combined with the issue of not being able to spare the personal time, is highly important in structuring any post-entry training programs. To be sufcessful, training must be closely tied to the individual's responsibilities and duties in the government, as well as his career aspirations. One must be able to fully participate in a training program knowing that (a) the work will not be waiting for him--in geometrically increased quantities--when he returns; (b) the work will be competently done in his absence and (c) the training will be relevant to his current or proposed duties and responsibilities.

TABLE IV-9

REASONS FOR NOT TAKING IN-SERVICE COURSES

JURISDICTION	Additional Training Desired				Percent of State Employees Indicating Specific Reasons Were Either Very Important or Fairly Important				
	Yes		No		Employer Would Not Pay Cost	Employer Would Not Grant Release Time	I Could Not Spare Working Time	I Could Not Spare Personal Time	I Did Not Learn about Course Soon Enough
	#	%	#	%					
State of Maryland	304	31.0	677	69.0	60	39.1	57.3	38.3	26.3
Allegany County	3	42.8	4	57.2					
Cambridge	6	60.0	4	40.0					
Charles County	3	25.0	9	75.0					
Cumberland	6	42.9	8	57.1					
Frederick County	3	17.6	14	82.4					
St. Mary's County	2	20.0	8	80.0					
Salisbury	2	25.0	6	75.0					
Washington County	1	25.0	3	75.0					
TOTAL (Local Government)	26	31.7	56	68.3	68.2	30.0	71.4	35.0	25.0

For both local and state government employees, there is the additional factor that the government does not pay training costs. Unwillingness to grant work-time release is not as important. The major obstacle, therefore, to be overcome in developing training programs does not rest as much with the formal governmental policies, but more with the employee's perception of his duties and responsibilities.

Only about 10 percent of the APT staff in community development do not feel the need for additional training or education (see Table IV-10).

The demand for courses does not vary appreciably between the nonmetropolitan local governments and the state government. Both local and state employees feel that training and education courses dealing with administrative or supervisory skills are the most important. This view is echoed by the officials interviewed, who feel that management training is most critical.

The larger number of technical employees in local government and the greater incidence of professional employees at the state level account for the difference on the need for either professional or technical refresher education courses.

About one-third of the employees surveyed feel that courses dealing with current government problems would be very helpful to them. This does indicate that civil servants are willing to come to grips with some of the critical contemporary problems facing government. The high level of employee interest in all types of additional training is also an indication that employees are eager to improve themselves and keep pace with the changes in both government and society. This high degree of employee interest in additional training and education can be the base for new and expanded program efforts.

Higher Education Programs for the Public Service

Until recently, Maryland colleges and universities, especially those located outside the Washington or Baltimore metropolitan areas, were not concerned with programs directly related to public service careers, nor had these schools developed curricula and course offerings in urban affairs. This is now changing, but not at an even rate. Some colleges and universities lag far behind others in developing effective responses to both urban problems and public service career problems. All of the school's programs, however, continue to lag behind actual needs.

TABLE IV-10

TYPES OF TRAINING FELT TO BE HELPFUL FOR PRESENT JOB

JURISDICTION	None		Administrative/ Supervisory Skills		Professional Education Refresher Courses		Technical Education Refresher Courses		Courses in Current Government Problems		General Education Courses	
	#	%	#	%	#	%	#	%	#	%	#	%
State of Maryland	103	10.3	477	47.9	281	28.2	105	10.6	322	32.4	127	12.8
Allegany County	0	--	6	85.7	3	42.9	1	14.3	1	14.3	2	28.6
Cambridge	1	10.0	7	70.0	2	20.0	4	40.0	3	30.0	3	30.0
Charles County	0	--	3	25.0	5	41.7	9	75.0	4	33.3	5	41.7
Cumberland	2	14.3	7	50.0	3	21.4	7	50.0	5	35.7	0	--
Frederick County	2	11.8	9	52.9	5	29.4	5	29.4	5	29.4	2	11.8
St. Mary's County	2	18.2	8	72.7	0	--	0	--	5	45.5	1	9.1
Salisbury	0	--	4	50.0	1	12.5	3	37.5	3	37.5	2	25.0
Washington County	0	--	4	100.0	1	25.0	1	25.0	0	--	0	--
TOTAL (Local Government)	7	8.4	48	57.8	20	24.1	30	36.1	26	31.3	15	18.1

In developing programs dealing with urban affairs the colleges and universities in the major metropolitan areas have taken the lead. Nonmetropolitan schools give only passing attention to urban problems, through either courses or student research work. A great deal of the effort so far in urban affairs education has been of a developmental nature--preparing the school to deal with urban problems. This preparation usually takes the form of new curricula, new faculty, new courses, or new research efforts.

An example of this developmental work is the action at the University of Maryland in the fall of 1967, when President Elkins appointed an interdisciplinary urban studies committee, one of its principal goals being the broadening and strengthening of communication between university faculty on issues and problems related to urban affairs. The committee has attempted to encompass all departments with a concern for urban studies.

The committee established the following goals for itself: "establishment of an academic program; encouragement of research; application of academic training and research to problems of the real world; and concern for university policy in its own problems resulting from its part in an urban-metropolitan community."[1]

The name of this committee was changed to the Urban Studies Council and given formal status within the University during the fall semester of 1969. The University has provided funds to the council to support a central, operating coordination staff. The 27 representatives of the council include all agencies or groups of the University concerned with urban affairs.

The urban affairs programs at many other Maryland colleges and universities, especially those in the Baltimore area, have also been directed at, first, bringing together individuals already interested in urban affairs and, second, developing within the schools a program of action to deal with urban problems and issues. The Urban Affairs Center at Johns Hopkins University has attempted to fulfill this role. Whereas the urban affairs program at Goucher College is less structured the Community College of Baltimore, Essex Community College, and Morgan State College have begun to offer specialized courses in urban affairs that attempt to direct students toward public service careers.

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1. Newsletter of the Urban Studies Committee, Vol. I, No. 1, November 1968.

With the exception of community colleges, nonmetropolitan schools have done little to develop urban affairs components as a part of their regular programs, nor have they attempted to channel students into the public service and the field of community development. The community colleges, on the other hand, have established some specialized curricula in the fields of law enforcement and public safety and sewage plant operation. This latter work is carried out by the Charles County Community College. Officials interviewed throughout the state have high praise for this program, and many are considering enrolling some of their employees in it. This is especially true of some of the larger governments in the Washington metropolitan area.

Maryland colleges and universities do not offer degree programs in a number of areas directly related to the field of community development. For example, there is no master's degree program in city and regional planning. The University of Maryland does not offer a degree in planning. In addition, there are no degree programs in forestry, park planning, regional and local economic development, and housing.

A program in transportation management is being developed by the University of Maryland, but currently there is no effective program to meet needs in traffic engineering and transportation planning.

Graduate and undergraduate degree programs in public management are few in number and are not directly related to the problems of local and state government careers.

The state government and metropolitan local governments are much more involved in internship programs or work-study arrangements than are the nonmetropolitan local governments. Nonmetropolitan local governments do occassionally hire college and university students for summer work, but this work is not part of a degree program, nor is the work necessarily closely related to the student's major field of study.

The reality of higher education activities for the public service differs substantially from officials' percption of it. For the most part, urban and public service courses and programs of colleges and universities have developed in response to internal pressures--faculty and students. Most local government officials and, to a lesser extent, state officials are not aware of what colleges and universities are doing in the public service field. Most important, these officials have not considered ways and means of making their education and training needs known to the colleges and universities.

The interviews with local government officials reveal a view of college and university pre-service education that is the opposite of the state officials' view. Local officials feel that colleges and universities are producing too many specialists who do not understand the broad scope of activities carried out by a local government. In addition, they feel these graduate lack a "political" understanding of programs and services. State officials, on the other hand, feel that schools are producing too many generalists. They would prefer highly trained specialists who could fill directly the technical and professional jobs open in state agencies.

In retrospect, these views and opinions are not really opposed to one other, but rather are two separate and valid complaints against current educational programs. As pointed out, Maryland colleges and universities have not set up educational programs and courses specifically geared for the public service in nonmetropolitan local governments. Therefore, the problems in local government have not been explored in higher education course work. What the local officials interviewed were really saying was that recent college graduate did not understand local government, not that their specialized skills were unimportant or irrelevant to the government.

In some respects the criticisms of state government officials have merit. College and university programs, reacting to the narrow views of government staffs, have pushed to be holistic. State officials complain that they are flooded with applicants from very general fields of study. These are "good" people in that they are intelligent and eager; they know what problems exist, but they lack the useful skills to do much about them.

The problems of overly holistic degree programs or lack of specific preparation for the public service do not rest exclusively with the colleges and universities. Some of the responsibility for employee education and development must rest with the government. The federal government and most large private industries have long since discarded the idea of being able to hire individuals, even those educated in narrow speciality areas, who can fit into existing jobs without any further training. Instead these organizations have sought to recruit individuals with high intellectual potential and initiative and have assumed the responsibility for specific job training and development.

What this implies is that government officials must develop a clearer percpetion of the distinctions between education for the public service and skill training. Universities cannot do the whole job. They should do what they can do best--educate people to be more intelligent and thoughtful and give them basic intellectual skills. Governments then need to do what they can do best--teach people specific job functions and skills and orient them to the work of the government.

Maryland colleges and universities have done little in post-entry education and in-service training. The University of Maryland, through its school of adult education, has sponsored some programs for government officials, but few have been directed toward the specific needs of nonmetropolitan local officials. Community colleges have lagged in this area, except for the programs concerning public safety.

The continuing education role of most colleges and universities becomes one of merely having government employees enrolled in evening courses. These course offerings have not been related to actual governmental training and educational needs.

The absence of many meaningful continuing education programs is largely due to the general lack of concern about the public service and the relatively recent interest in urban affairs. One additional important factor is that most college and university resources are devoted to undergraduate and graduate education. Institutions of higher education have been more than occupied in just keeping up with the demands and needs of full-time students; continuing education program has not been possible.

The governments, both state and local, have not made their needs known to colleges and universities. Even if the resources were available, the schools would not know the types of programs that are needed because of the communications void between government and higher education.

Government Approaches to Training and Education

In nonmetropolitan local governments, there is little or no post-entry training done by the government. What limited training does exist is generally the responsibility of the department head and the chief administrative official. In the state government, training responsibilities have been shared between the Commissioner of Personnel and the operating agencies. The climate for training and continuing education in most governments is very good, even though current programs are inadequate.

A few nonmetropolitan local governments provide tuition assistance for their employees. However, these tuition assistance programs tend to be quite restrictive. First assistance is restricted to only courses directly related to an employee's current job duties and responsibilities. Second, the amount of reimbursement cannot exceed a set limit. Finally, the courses usually must be taken on the employee's own time, not working time. These programs are based on a tuition refund concept. The course must be successfully completed

for the employee to receive reimbursement. In some cases the amount of reimbursement is dependent upon the course grade. One government requires an employee to specify his interest in taking a course one year prior to the start of the course. This allows the personnel agency to request the necessary budget funds.

Most nonmetropolitan local governments allow employees to attend various seminar and workshop programs conducted by various professional associations. Assessment officers, for example, receive time each year to attend the statewide assessors training program. Many planning officials also indicated that they had participated in various seminar and workshop programs. Attendance at annual conferences constitutes an important element in most local government training efforts. For these activities, the government normally pays registration fees, as well as travel and living expenses.

In both state and local government, there is little in-house training. The governments do not currently have the necessary resources. A number of state departments and agencies have attempted to organize their own training programs. However, the majority of employee development officers are most concerned with providing employees with information about training programs that are available through various outside sources. There is little evidence of government-wide programs. These departmental efforts only tend to reinforce and strengthen existing narrow career patterns.

There is no on-going management training. The programs that do exist tend to be very sporadic and ad hoc in nature. Officials realize that they do not have the staff resources to do this kind of work.

Training programs have not been established for elected officials, nor for members of various boards and commissions.

An important factor militating against the establishment of training and education programs for management personnel is the small number of such employees in each nonmetropolitan local government or in each state agency or department involved in community development. The small size of these staffs would not justify a continuing training and education program in each jurisdiction or agency, but collectively there would be enough eligible and interested employees. A collective approach could also bring about certain "economies of scale" which would make these courses more readily usuable by the governments.

For the overwhelming majority of APT positions studied continuing education and post-entry training are not an integral aspect of the career development process. The limited training that does exist reinforces narrow career patterns, and is concerned almost exclusively with specific skill development.

Summary and Recommendations

There is an urgent need for greatly expanded efforts by Maryland colleges and universities in pre-service education for the public service, and for local and state governments to strengthen post-entry training, especially for community development APT employees. The governments must provide stronger leadership in developing continuing education programs. More budget resources should be allocated for training. If the state government and the nonmetropolitan local governments really intend to come to grips with pressing community development problems, they will have to develop the necessary manpower resources to meet this challenge. This development process dictates a strong, comprehensive training program.

Colleges and universities in Maryland, especially those outside metropolitan areas, must play a more important role in educating persons for the public service. All institutions of higher education must become more concerned with public service careers and the problems facing an urban society. These colleges and universities can also provide the intellectual resources required of a continuing education program. Community colleges must expand their public service training and education role if they are to effectively serve the community.

A framework of communication should be established between local and state governments and the institutions of higher education. Governments need to know what colleges and universities are doing in education and training, and these schools in turn must be made aware of the principal training and educational needs of the governments.

The nonmetropolitan local governments can do some training on their own, but more effective programs can be developed on a regional basis involving several units of government. At the same time, each state agency can bolster its training efforts, but government-wide community development training programs must be inaugurated.

The most important training needs to be met in the nonmetropolitan local governments are: (1) general orientation training on the nature of local government service; (2) skill education for current APT staffs; and (3) management and supervisory skill training. At the state level, the most important training need is specific skill training for the generalist-trained college and university graduate. In addition, efforts also must be directed at managment development, as well as at general orientation to the needs and working patterns of local governments.

The list of training needs goes far beyond this. Education and training opportunities need to be created to allow non-APT employees to move into more responsible positions and eventually into APT jobs. Labor-management relations training is critically needed in all governments. The application of new management technologies and sciences to government problem-solving must also become the concern of local and state officials. The development of increased political and social sensitivity must also be considered a high priority need. Any listing of needs could go on and on. The governments themselves must begin to determine their own priorities, and then devote the necessary resources for program development and implementation.

No one approach or institution can accomplish all of the education and training needs of the public service. Program accomplishments require a coordinated effort. It is in light of this need for coordination that the following recommendations are made:

For all nonmetropolitan local governments and state agencies concerned with community development, it is recommended that:

1. Responsibilities for employee education and training be viewed as an executive function and given the priority necessary to develop and carry out comprehensive programs and activities. Budget allocations for employee development should be greatly expanded.

2. Formal policies and procedures governing in-service training be adopted and made known to all employees. These written statements need not be lengthy or detailed. The policy must, however, point out the government's concern and interest in employee development.

3. Post-entry training and continuing education be an integral aspect of personnel systems and procedures. Clear lines of responsibility for training and education be developed among elected officials, chief administrators, personnel departments and agencies, and other departments.

4. Existing tuition assistance or refund programs be expanded and made more liberal by removing restrictions against fixed dollar contributions and types of courses eligible for assistance. The continuing education of employees should be directed at the goals of general personal development and skill development. For those governments not having a tuition refund program, a program should be established and made available to all employees.

5. In-house training programs be established that concentrate on general orientation training and specific job duties and responsibilities.

These programs should seek to utilize effectively current APT staff as resource personnel and course instructors.

6. Post-entry training programs place more emphasis on the involvement of elected officials.

For all nonmetropolitan local governments, it is recommended that:

Cooperative and collective approaches to training and education be adopted. These programs should be established on a regional basis. The programs should deal with such topics as current government problems, intergovernmental relationships, and new programs and ideas. These training programs should facilitate increased communication among participating governments, as well as increase the competence and knowledge of employees.

For all state agencies concerned with community development, it is recommended that:

Provisions be made to allow elected local officials to participate in departmental training programs, especially those dealing with management development, new programs and services, and intergovernmental relations.

For the Department of State Planning, it is recommended that:

1. Regional training programs be conducted for local government employees and officials. These programs should deal with technical and professional education and refresher education and with statewide problems and issues in community development. These programs should be directed primarily toward local planning officials.

2. An advisory commission on public service manpower education and training be established that could advise and work with colleges and universities in the development of new educational programs for the public service, and in the evaluation of existing public service curricula and programs. The committee could also provide a needed role in informing local governments and state agencies of the broad range of activities and programs currently available to them through institutions of higher education.

3. Management development seminars and workshops be established. These programs should deal with supervisory skills, new management strategies, and new technologies for government problem-solving. These programs should focus on the training needs of chief administrative officers and key community development department heads and agency directors.

For the State Department of Personnel, it is recommended that:

1. Technical assistance be provided on the establishment of in-service training programs and policies to those local governments requesting it. This technical assistance should also cover evaluation.

2. Training guides and materials be developed for local governments. This would prevent the unnecessary duplication of efforts among governments.

For Maryland colleges and universities, it is recommended that:

1. Programs in transportation management, housing, and economic development be established.

2. Existing programs in recreation, city and regional planning and community development administration and management be greatly expanded and strengthened.

3. The urban content of most graduate-level training should be greatly expanded. Internships and field-work assignments in local and state government should be an integral aspect of the formal education process.

4. Undergraduate urban affairs programs be expanded and strengthened through greater emphasis on interdisciplinary approaches and increased work-study assignments in local government. The Urban Corps Program should be utilized more extensively to provide students with this work experience.

5. An interuniversity program be established to take advantage of the provisions of the Education for the Public Service Act. This should seek to closely involve colleges and universities located outside the metropolitan areas. This education program should concentrate on management skills. All aspects of the Education for the Public Service Act should be utilized, including faculty training, educational planning, curriculum strengthening, educational research, and short-term exchanges of faculty between universities and the public service.

A Special Recommendation: Establishment of a Comprehensive Community Development Training Program

This recommendation is directed toward the Department of State Planning, all nonmetropolitan local governments, institutions of higher education, and the educational television network of the state.

1. Program Need

A critical problem is the limited availability of post-entry training and continuing education that focuses on the processes and policies of community development. Maryland local governments are, or will be, required in the near future to assume a more active and decisive role in community development. Pressures for growth and change affect all local governments, as well as the state government.

To assure effective planned growth and change, key local government officials, both appointed and elected, must have the necessary knowledge and

skills to aid them in community development management--decision-making, implementation, and evaluation. A continuing education and training program should be established to better equip these officials to deal with the broad range of issues and problems in community development. The program should focus on the problems and needs of nonmetropolitan local governments.

There is a general lack of concern on the part of local officials with the problems and procedures of community development and change. In other words, there is no comprehensive planning. This low level of community development awareness is most evident in nonmetropolitan local governments. The paradox is that education and training programs and resources designed to provide needed community development knowledge and skills are least available and accessible in nonmetropolitan areas. It is in these nonmetropolitan governments that some of the stronger pressures for growth and change will occur.

2. Program Objectives

The goals of the proposed community development training program are:

A. To provide participants with a general understanding of the role of community development functions, and to show the strong intra- and intergovernmental relationships of community development programs and policies;

B. To provide participants with information about community development techniques and skills, such as contemporary planning approaches and new management strategies;

C. To provide participants with an opportunity to explore new approaches to community development problems, such as PPB, systems analysis, and team management;

D. To provide for the interchange of ideas and opinions among local government officials from throughout the state and within specific regions;

E. To provide the framework for a continuing program of discussion and analysis of community development problems, new techniques and skills, and new approaches to problem-solving;

F. To provide for the meaningful participation of local government officials in the formulation and development stages of the course.

G. To provide for the development and use of the most effective educational materials and concepts; and

H. To provide for a minimum amount of work-time disruption for program participants.

The objective of the course is to deal with the broad process of community development, with particular emphasis on the complex relationships between the public and private sectors. The program seeks to help local officials better understand how their particular skills and functions relate to other key officials in community development, on both an intra- and intergovernmental basis.

3. Course Activities and Approaches

The small size of the professional staff in most nonmetropolitan local governments and the important responsibilities of most elected officials distate that the proposed course be conducted in a manner to allow for maximum participation both during regular work hours and in the local community. To accomplish this, educational television and home-study education would be used for various aspects of the course. Emphasis would be placed on using educational materials currently available.

The course would seek to include a variety of educational approaches including lectures by leading government officials and university faculties, seminars and workshops, and simulation. Urban simulation games can provide an effective framework for the discussion and analysis of community development problems and processes and meaningful participation for local officials.

The actual "play" of a game could be accomplished through the use of educational television. Participant responses and reactions could be gathered through home-study education techniques. Many lectures would be presented over educational TV. By using educational television and home study, the course would be taken to the local official, rather than the traditional practice of bringing the participant to the institution.

Supplementing the television and home-study portions of the course would be periodic regional seminars and workshops. These one- or two-day programs would allow for the interchange of ideas and opinions among program participants. The programs would also provide opportunities for continual course evaluation.

At various times during the course, statewide meetings of all participants would be held. Preferably these meetings should occur at the beginning and end of the course. These meetings would provide for face-to-face exchange of ideas and opinions among key local officials on community development policies and processes.

4. Program Participants

The primary focus of the course should be toward local officials who have community development responsibilities and duties, including planning, general management, parks and recreation, economic development, financial administration, urban renewal, licenses and inspections, housing, and zoning administration. Attention would be given to assuring participation from all local governments and from a broad cross-section of the functional areas within the field of community development.

CHAPTER V

PLANNING TO MEET COMMUNITY DEVELOPMENT MANPOWER NEEDS

Major community development problems and issues confront state government and nonmetropolitan local governments. One aspect of the problem is the shortage of manpower resources in community development. A related matter of great concern is the need for key government officials to fully comprehend community development processes. Without this comprehension, it may be extremely difficult to implement manpower development and improvement programs.

Community development manpower problems, such as job vacancies, limited career mobility, training and educational opportunities, and manpower utilization will not be solved by periodic, fragmented efforts. Instead, solutions necessitate the development and implementation of a manpower planning process, both within individual governments or agencies and the state.

Any planning processes must go beyond projecting future demand and supply levels. They also must establish information systems, which will provide local officials with reliable data on manpower problems. The processes must seek to incorporate sound approaches to personnel administration and eventually reflect the basic concepts and principles of manpower management including such factors as comprehensive career systems and processes, applications of new technologies to management problems, new channels of communication and coordination for manpower problems, and programs and policies to foster mobility in the public service. At this point in time, the state government is in a much better position to begin thinking about manpower management than are the nonmetropolitan local governments. First, many of the local governments have not established merit personnel systems, but continue to rely on the whims of political patronage. Second, nonmetropolitan local governments have done little to establish fundamental approaches to personnel administration; personnel systems remain highly unorganized.

Institutions of higher education in Maryland have shown little direct concern about either pre-service education for the public service or post-entry training and continuing education opportunities for key government officials. The lack of education opportunities specifically geared for the public service is most noticeable in nonmetropolitan areas. Community and junior colleges have attempted to fill some of the educational void, but these programs are still in their infancy and have not been able to cover the broad range of needs.

Government officials have done little to communicate their educational and training needs to these institutions of higher education. As a result, programs and courses are offered that many times are not relevant to the needs of the governments. If effective solutions are to be developed for the public service, the resources of colleges and universities must be marshalled.

Within both state and local governments there is a strong base upon which to build future programs and activities. This base is the APT employees currently in community development work. These employees are dedicated and interested in seeing their government develop and implement the necessary responses to pressing community development problems.

Manpower plans cannot be developed and implemented in isolation from one another. State government plans must complement the work of local plans must be compatible with those of surrounding governments. Regional approaches to manpower problems may prove to be the most successful method.

Available Resources

Many of the ideas and recommendations included in this report on community development manpower do not require additional funding or expanded staffs. Instead, they require a redistribution of available manpower and money resources. Some of the recommendations will, however, require major new funding support. For example, more employees will have to be hired to deal with manpower problems, but this recommended expansion of effort should lead to the creation of a far more effective civil service in both the state government and nonmetropolitan local governments.

Federal grants-in-aid for meeting public service manpower problems are currently quite limited. (See Appendix B for a listing and discussion of various current or proposed federal grant-in-aid programs relating to the public service.) These federal programs relate to both public service education and training and improvements for manpower management.

Within the past few years, major new federal programs for the local and state public service have either been enacted or proposed. These proposed programs offer significant opportunities for a far more intensive involvement by the federal government in helping to meet public service manpower problems.

One primary sources of federal support for public service training is Title VIII of the Housing Act of 1964. (See Appendix B for a summary of this Act.) Title VIII provides funds for training of local government officials and employees working in areas relating to the broad field of community development. To date, however, funds under this program have been extremely limited.

One important program that has been passed by Congress but not yet funded is the "Education for the Public Service Act"--Title IX of the

Higher Education Amendments of 1968. The purpose of this Act is "to establish a program of grants and fellowships to improve the education of students attending institutions of higher education for preparation for entrance into the service of state, local, or federal governments, and to attract such students to the public service."[1]

One other important piece of legislation that has been pending in Congress for a number of years is the Intergovernmental Personnel Act of 1969.[2] This legislation seeks to upgrade and strengthen post-entry training in local and state government and to improve personnel administration and management. It authorizes grants to state and local governments, councils of governments, and nonprofit associations and organizations for in-service training and education. This act also seeks to increase mobility in the public service, as well as provide for participation in and use of federal personnel activities and training programs by by local and state governments.[3]

The Intergovernmental Cooperation Act also makes federal personnel programs and training activities available to local and state governments on a cost reimbursement basis. The specific reimbursable services that the U.S. Civil Service Commission may provide, upon request, to state and local governments fall in three categories: training services, recruiting and staffing services, and general personnel management services. The amount of Commission resourses available to provide these services is limited but are gradually being increased and strengthened.

These current and proposed federal resources will not be sufficient to meet all the community development manpower needs in Maryland state and local government. Other financial resources will have to be generated by the local governments themselves, the state government, colleges and universities, and private foundations. Solving community development manpower problems will require broad-based financial support--financial support which much be generated now.

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1. Higher Education Amendments of 1968, Title IX, Section 901: Public Law 90-575. Appendix B contains a summary of this Act.

2. As of August 1970, this Act had passed the Senate and had been sent to the House for consideration by the Education and Labor Committee. Preliminary hearings have been held. This legislation was first introduced by Senator Muskie during the 89th Congress. During the 90th Congress, the Intergovernmental Personnel Act was passed by the Senate, but it was not acted upon by the House.

3. Appendix B contains a summary of this Act.

Recommendations for Action

Manpower Planning

For the Department of State Planning, or other appropriate State agency, it is recommended that:

1. The comprehensive manpower planning process for community development APT personnel be continued. This process should seek to determine current manpower needs, develop projections for the future, and recommend education and training programs essential for improving the public service. Key local and state officials should participate in this planning process.

Employment projections for major local governments and state agencies should be updated annually. Comprehensive public service manpower plans should be evaluated and updated at least every five years. The methodology and research design used for this study should be adopted. This manpower planning process should include the following components:

A. Data on Current Employment. This would require the development and/or updating of data on employee ages, turnover rates, vacancy patterns, growth rates and job structures. This work should be carried out in conjunction with the personnel department.

B. Information on Manpower Changes and Needs. This would include information on shortage areas, new and changing employment demands, budget projections, and training and education needs.

C. Supply Data. This should include data on both internal changes, through promotion and transfers, and external changes, resulting from new employees being brought into the public service.

D. Training and Education Resources. This should include data on types of resources available, planned programs and training opportunities, and the extent of current resource utilization.

E. Employment Projections. These projections should be developed for individual governments and major agencies. Attempts should be made to delineate varying growth rates according to function or occupation.

2. The Department assert a stronger leadership role in getting nonmetropolitan local governments to assume a more active role in community development activities and functions.

Manpower Management

For all nonmetropolitan local governments, it is recommended that:

1. Merit personnel systems be adopted. Both the State Personnel Department and the Maryland Technical Advisory Service should provide technical assistance and support for this effort. These merit systems should cover all employees except elected officials, chief administrative officers, and department heads.

2. Central personnel departments be established. These personnel departments should report directly to either the chief elected officials or the chief administrative officer. This personnel department should have responsibility for all employees coming under the jurisdiction and supervision of the local government.

For the state government, it is recommended that:

1. The recommendations contained in the Governor's Operating Economy Survey on personnel administration be implemented.

2. The State Personnel Department provide technical assistance and support to nonmetropolitan local governments on the establishment of both merit personnel systems, and centralized personnel agencies and offices. Local government officials concerned with personnel matters should be provided with training and guidance from state officials.

3. The State Planning Department in conjunction with the Personnel Department, begin a research study on the feasibility of establishing a statewide public service career program and system.

For all nonmetropolitan local governments and the state government, it is recommended that:

1. Concerted positive action programs be established to place more women and minority group members in APT positions. These programs should include more aggressive recruitment efforts, the elimination of existing discriminatory barriers, and the development and implementation of specialized carrer development programs which will lead to responsible APT positions.

2. Programs and policies to enhance mobility in the public service be established. Transferability of retirement credits among governments should be allowed. Restrictive residency requirements should be eliminated. Career systems and patterns which allow for lateral entry must be created.

3. The concept of manpower management be incorporated into the management structure and philosophies of these governments. Department heads and agency directors should play an important role in determing manpower strategies. Interagency personnel councils should be established by personnel directors to facilitate communication within a government on personnel matters.

4. Comprehensive public service career systems be established that emphasize: (a) promotions based on continuing education and training as well as work ability and seniority; (b) job rotation and intra- and intergovernmental mobility; and (c) extensive post-entry training and education.

5. Current APT positions be carefully reviewed and examined to determine where existing job qualifications and standards need to be more closely aligned to job duties and responsibilities. This review should seek to provide expanded career opportunities for paraprofessionals. This review effort could effectively complement the recommended program for expanded public service opportunities for women, blacks, and other minority groups.

6. Intergovernmental cooperative recruitment programs for difficult to fill APT positions be established. A government's participation in a cooperative effort would vary according to the personnel needs of the government. A cooperative recruitment program would seek to provide information about employement opportunities and conditions in all participating governments. Final hiring decisions would continue to be made between individual governments and prospective employees.

Community Development Manpower Education and Training

For all nonmetropolitan local governments and state agencies concerned with community development, it is recommended that:

1. Responsibilities for employee education and training be viewed as an executive function and given the priority necessary to develop and carry out comprehensive programs and activities. Budget allocations for employee development should be greatly expanded.

2. Formal policies and procedures governing in-service training be adopted and made known to all employees. These written statements need not be lengthy or detailed. The policy must, however, point out the government's concern and interest in employee development.

3. Post-entry training and continuing education be an integral aspect of personnel systems and procedures. Clear lines of responsibility for training and education be developed among elected officials, chief administrators, personnel departments and agencies, and other departments.

4. Existing tuition assistance or refund programs be expanded and made more liberal by removing restrictions against fixed dollar contributions and types of courses eligible for assistance. The continuing education of employees should be directed at the goals of general personal development and skill development. For those governments not having a tuition refund program, a program should be established and made available to all employees.

5. In-house training programs be established that concentrate on general orientation training and specific job duties and responsibilities. These programs should seek to effectively utilize current APT staff as resource personnel and course instructors.

6. Post-entry training programs place more emphasis on involvement of elected officials.

For all nonmetropolitan local governments, it is recommended that:

Cooperative and collective approaches to training and education be adopted. These programs should be established on a regional basis. The programs should deal with such topics as current government problems, intergovernmental relationships, and new programs and ideas. These training programs should facilitate increased communication among participating governments as well as increase the competence and knowledge of current employees.

For all state agencies concerned with community development, it is recommended that:

Provisions be made to allow elected local officials to participate in departmental training programs, especially those dealing with management development, new programs and services, and intergovernmental relations.

For the Department of State Planning, it is recommended that:

1. Regional training programs be conducted for local government employees and officials. These programs should deal with technical and professional education and refresher education and with current statewide problems and issues in community development. These programs should be directed primarily at local planning officials.

2. An advisory commission on public service manpower education and training be established that could advise and work with colleges and universities in the development of new educational programs for the public service, and in the evaluation of existing public service curricula and programs. The committee could also provide a needed role in informing local governments and state agencies of the broad range of activities and programs currently available to them through institutions of higher education.

3. Management development seminars and workshops be established. These programs should deal with supervisory skills, new management strategies, and new technologies for government problem-solving. These programs should focus on the training needs of chief administrative officers and key community development department heads and agency directors.

For the State Department of Personnel, it is recommended that:

1. Technical assistance be provided on the establishment of in-service training programs and policies to those local governments requesting it. This technical assistance should also cover evaluation.

2. Training guides and materials be developed for local governments. This would prevent the unnecessary duplication of efforts among governments.

3. Statewide or regional seminars on the problems of labor-management relations be established for both state and local officials.

For Maryland colleges and universities, it is recommended that:

1. Programs in transportation management, housing, and economic development be established.

2. Existing programs in recreation, city and regional planning, and community development administration and management be greatly expanded and strengthened.

3. The urban content of most graduate-level training should be greatly expanded. Internships and field-work assignments in local and state government should be an integral aspect of the formal education process.

4. Undergraduate urban affairs programs be expanded and strengthened through greater emphasis on interdisciplinary approaches and increased work-study assignments in local government. The Urban Corps Program should be more extensively utilized to provide students with this work experience.

5. An interuniversity program be established to take advantage of the provisions of the Education for the Public Service Act. This should seek to closely involve colleges and universities located outside the metropolitan areas. This education program should concentrate on management skills. All aspects of the Education for the Public Service Act should be utilized, including faculty training, educational planning, curriculum strengthening, educational research, and short-term exchanges of faculty between universities and the public service.

A Special Recommendation: Establishment of a Comprehensive Community Development Training Program

This recommendation concerns all nonmetropolitan local governments; the state government, with particular emphasis on the Department of State Planning; institutions of higher education; and the state education television network.

The proposed community development training course could do much to acquaint local government officials with the importance of community development activities and functions. To develop this training program, it is recommended that a small working party be created immediately to begin discussions on how this program could best be initiated. This working party should include local government officials, representatives from the Department of State Planning, institutions of higher education, and the state educational television network. One of the first goals of this groups should be to gauge local government receptivity to this proposed program and to explore possible educational formats.

FIGURE V-1

MANPOWER PLAN FOR NONMETROPOLITAN LOCAL GOVERNMENTS

Activity or Process	1970-71	1975	1980
I. Manpower Planning	1. Create manpower information system		
	2. Assign internal staff responsibility for continuing manpower planning		
II. Manpower Management	1. Adopt merit personnel systems. Review existing systems to assure incorporation of the most recent thinking on personnel administration	Review of personnel rules and regulations	
	2. Create central staff departments or agencies with responsibility for manpower management and personnel administration		
	3. Establish concerted action programs to place more women and minority group members in APT positions	Continuing program	Continuing program
	4. Begin establishment of basic career systems	Continuing program	Continuing program
	5. Review existing job requirements and standards for APT positions	Continuing program	Continuing program
	6. Begin planning for hiring paraprofessionals and other support personnel	1973-74 Inaugurate program	Continuing program
	7. Consolidate manpower management responsibilities		

(Figure continued)

(FIGURE V-1 continued)

Activity or Process	1970-71	1975	1980
	8. Establish cooperative recruitment programs for APT positions	Continuing program	Continuing program
III. Manpower Education and Training	1. Adopt formal policies and procedures for in-service training		
	2. Closely integrate training policies with overall personnel policies		
	3. Assign responsibility for staff training and development to key administrative officer		
	4. Expand, liberalize, or adopt tuition refund and assistance programs		
	5. Establish in-house training programs, first dealing with general orientation to the government and second specific job duties and responsibilities	Continuing program Begin to provide courses on general education	Continuing program
	6. Involve elected officials in continuing education programs	Continuing program	Continuing program
	7. Undertake feasibility study on cooperative approaches to staff training and education	1972-73 Begin regional training courses on such problems and issues as intergovernmental relations and development trends	Continuing program

FIGURE V-2

MANPOWER PLAN FOR DEPARTMENT OF STATE PLANNING

Activity or Process	1970-71	1975	1980
I. Manpower Planning	1. Establish manpower planning process comprising all local governments and appropriate state agencies.		
	2. Create manpower information system in conjunction with the State Personnel Department		
	3. Verification of preliminary projections	Update supply and demand projections	Update supply and demand projections
II. Manpower Management	1. In conjunction with the State Personnel Department, begin planning for the creation of a statewide public service career system that would provide for intergovernmental job mobility	Implement program for community development of APT personnel	Expand program to include all Maryland state and local government employees, including those in special districts and authorities
III. Manpower Education and Training	1. Conduct regional training on community development problems and programs for local governmen employees and officials	Continuing program	Continuing program
	2. Establish an advisory committee on public service education and training to work with institutions of higher education and governments in planning new programs and evaluation current efforts	Continuing program	Continuing program
	3. Begin development work on a statewide management development seminars	1973-74 Conduct management development seminars	Continuing program

FIGURE V-3

MANPOWER PLAN FOR STATE PERSONNEL DEPARTMENT

Activity or Process		1970-71	1975	1980
I.	Manpower Planning	Work with the Department of State Planning in the development and refinement of a manpower information system	Review and update manpower data base	Review and update manpower data base
II.	Manpower Management	1. Implement recommendations of Governor's Operating Economy Survey on personnel administration		
		2. Provide technical assistance to nonmetropolitan local governments on the adoption of merit systems and the review of existing personnel systems and policies, including job classifications	Continuing program	Continuing program
		3. Establish concerted action programs to hire more women and minority group members for APT positions	Continuing program	Continuing program
		4. Begin development work on the implementation of a statewide public service career program that will facilitate intergovernmental job mobility	1973-74 Implement program for APT personnel in community development	Expand program to include all Maryland state and local employees
		5. Participate in cooperative APT recruitment programs	Continuing program	Continuing program
		6. Establish carrer patterns that emphasize (a) promotions based on continuing education and training as well as work ability and seniority, (b) job rotation and mobility, and (c) extensive post-entry training and education	Continuing program	Continuing program

(Figure continued)

(FIGURE V-3 continued)

Activity or Process		1970-71	1975	1980
III.	Manpower Education and Training	1. Provide technical assistance to nonmetropolitan local governments requesting assistance on the development of in-service training capabilities	Continuing program	Continuing program
		2. Publish training guides and annotated bibliographies on training and education for use by other state agencies and local governments	Continuing program	Continuing program
		3. Begin development work on seminars dealing with labor-management relations	1972 Conduct seminars on labor-managaement relations for state and local officials	Continuing program
		4. Expand in-service training programs for current state employees	Continuing program	Continuing program

FIGURE V-4

MANPOWER PLAN FOR OTHER STATE AGENCIES CONCERNED WITH COMMUNITY DEVELOPMENT

Activity or Process	1970-71	1975	1980
I. Manpower Management	1. Establish concerted action programs for hiring more women and minority group members for APT positions	Continuing program	Continuing program
	2. Incorporate principles of manpower management into existing personnel policies and procedures		
	3. Review current APT positions to determine areas of under-utilization of APT employees and employees and opportunities for expanded use of paraprofessionals	Continuing program	Continuing program
	4. Establish career patterns that emphasize (a) promotions based on continuing education and training as well as work ability and seniority, (b) job rotation and mobility, and (c) extensive post-entry training and education	Continuing program	Continuing program
	5. Participate in cooperative APT recruitment programs	Continuing program	Continuing program
II. Manpower Education and Training	1. Assign responsibilities for staff education and training to key administrative officials		
	2. Make all employees aware of existing training policies and procedures		
	3. Integrate training policies with personnel standards and procedures		

(FIGURE V-4 continued)

Activity or Process	1970-71	1975	1980
4.	Expand or liberalize tuition refund and assistance programs		
5.	Expand in-house training capabilities	Continuing program	Continuing program
6.	Establish provisions to allow local government officials to participate in departmental training programs; especially those dealing with management development and intergovernmental relations	Continuing program	Continuing program

FIGURE V-5

MANPOWER PLAN FOR MARYLAND COLLEGES AND UNIVERSITIES

Activity or Process	1970-71	1975	1980
I. Manpower Education and Training	1. Begin academic planning for degree programs in transportation management, housing and economic development	1973-74 Course development and implementation	Continuing program
	2. Expand and strengthen existing programs in recreation, city and regional planning and community development management	Continuing program	Continuing program
	3. Expand urban content of graduate-level programs, including increased emphasis on internships and field-work assignments	Continuing program	Continuing program
	4. Strengthen urban affairs component of undergraduate course work with more emphasis on interdisciplinary approaches		
	5. Appoint interuniversity task force to develop proposals for the Education for the Public Service Act and other relevant federal programs		
	6. Examine feasibility of establishing degree or certificate programs for local and state government employees which rely on credits given for in-service training and experience		

APPENDIX A

RESEARCH METHODOLOGY

Employees Included in the Manpower Plan

The manpower plan focuses on administrative, professional, and technical (APT) personnel in local and state government working in community development. The definitions of APT employees used in the study are:

Administrative. This refers to supervisors--persons who are responsible for the work of others--and to those who perform general management or administrative functions. It does not include formen and other first-line supervisors. Examples are:

Department Head
Deputy or Assistant Department Head
Bureau or Division Chief
Administrative or Staff Assistant
Professional or Technical Supervisor (renewal project supervisor, recreation center or program supervisor, etc.)
Housing Project Manager

Professional. This refers to persons who perform duties requiring specialized knowledge that is the result of advanced academic training or education. This group does not include persons filling supervisory positions. Examples are:

Accountant	Librarian
Architect	Planner
Engineer	Sanitarian
Lawyer	Systems Analyst

Technical. This refers to persons filling positions that require some type of practical knowledge with emphasis usually on mechanical or scientific activities. Technical positions generally require some form of advanced training or education. This group does not include persons in supervisory positions. Examples are:

Assessor	Inspector (building, housing, etc.)
Budget Analyst	Relocation Specialist
Draftsman	Surveyor

Functional Areas Included in Community Development

Functional areas included in community development include general management; planning; urban renewal; community organization, e.g., community action agencies; public finance and budgeting; personnel; zoning; building, housing, and similar inspections and code enforcement activities; and parks and recreation. It does not include day-to-day maintenance services of the government, such as road maintenance, refuse collection, and public safety. It also excludes health, welfare, and education services.

Governments Included in the Manpower Plan

This manpower plan covers state agencies involved in community development activities, all nonmetropolitan counties, and seven selected nonmetropolitan towns and cities.

State government departments and agencies surveyed are:

Comptroller of the Treasury
Department of Chesapeake Bay Affairs
Department of Economic Development
Department of Employment Security
Department of Parole and Probation
Department of State Planning
Department of Forest and Parks
Department of Game and Inland Fishing
Governor's Office
Human Relations Commission
Department of Juvenile Services
Maryland Port Authority
Department of Natural Resources
Personnel Department
Department of Public Improvement
Public Service Commission
State Roads Commission

The 16 nonmetropolitan counties and their estimated populations are:[1]

Allegany	87,600	Kent	15,500
Calvert	18,900	Queen Anne's	18,100
Caroline	20,100	St. Mary's	44,000
Cecil	55,500	Somerset	19,300
Charles	43,300	Talbot	21,900
Dorchester	29,100	Washington	109,700
Frederick	83,300	Wicomico	53,000
Garrett	24,500	Worcester	26,300

The seven selected cities and towns and their estimated populations are:[2]

Cambridge	13,500	Hagerstown	38,400
Cumberland	35,000	Oakland	1,977
Easton	7,500	Salisbury	17,000
Frederick	26,000		

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1. Provisional population estimates prepared by the Maryland State Department of Health, Division of Biostatistics, September 19, 1968.

2. Population estimates prepared by the Maryland Municipal League, January 1968.

For this study, local government includes any of the following:

Municipalities (cities, towns, townships, boroughs, villages, and the District of Columbia)
Counties
Councils of Governments
Special districts and authorities

Scope of Work: The Research Design

The manpower plan is based on the findings of five interrelated research studies. The following is a discussion of the work components.

1. Analysis of Current Quantitative Problems in APT Employment

Data and information were assembled primarily through a survey form distributed to each of the nonmetropolitan local governments and the state government. The form requested data on employment levels, personnel losses, and hiring patterns. Data covered both total employment and APT employment. Data were collected for both current and previous fiscal years.

Completed survey forms were returned by 15 of the 23 nonmetropolitan local governments and the state government. Manpower data was obtained from the remaining jurisdictions through telephone and letter inquires. Additional data were collected from some of the local governments by reviewing operating budgets.

2. Survey of Current APT Employees

This phase of the study was accomplished through a questionnaire distributed to employees. It dealt with such factors as education, employment history, training program participation, job duties, and job satisfaction. A copy of the questionnaire can be found on pages 102-113.

The questionnaire was distributed to community development APT employees in 14 of the nonmetropolitan local governments. Completed questionnaires were returned from 11 of these jurisdictions. The other nonmetropolitan local governments were not included in this phase of the study because of the extremely small size of APT staffs in community development.

The questionnaire was also distributed to APT employees in the selected state departments and agencies. Completed questionnaires were returned from all of the state departments and agencies surveyed. However, responses from the State Roads Commission were received too late to be included in all of the data processing tabulations. Manual counts were made of some of the key questions on the questionnaires completed by State Roads Commission personnel.

The response rate for the nonmetropolitan local governments was about 75 percent. For the state government, the response rate averaged about 60 percent. Nonresponse rates were closely analyzed for each jurisdiction. It is the feeling of the research team that the returned questionnaires represent an accurate sample of the APT work force in any one nonmetropolitan local government or state agency.

3. Qualitative Study of Existing and Future Manpower Problems in Community Development

This study phase included interviews with key local and state government officials, appointed and elected. Approximately 75 interviews were conducted. A copy of the interview schedule appears on pages 114-119. All interviewers received general orientation on the nature of the study and on the use of the interview schedule. The schedule was pretested.

The interviews were held with officials in all of the nonmetropolitan local governments and in key state community development agencies and departments. Attempts were made to interview local officials who either supervised many community development employees or played a key role in the community development process. If the local government had a chief administrator or personnel director, these officials were always interviewed, as was the planning director.

Interviewers were members of the professional staff of the Washington Center for Metropolitan Studeis or consultants retained for this project. Each interview lasted about one hour.

4. Inventory of University and Community Resources for Education and Training

Information on education and training was assembled from local government officials, university and college representatives, and research organizations concerned with higher education. Meetings were held with college and university officials. Studies prepared on various aspects of higher education were reviewed and analyzed.

The full extent of employee participation in education and training programs was obtained through the questionnaire survey.

5. Projections of Long-Range Community Development Manpower Needs

Employment projections for the nonmetropolitan local governments and the state government are based on a number of fundamental assumptions. These are:

a. The population projections developed by the Department of State Planning are reliable and accurate;

b. The labor force projections developed by the Department of State Planning are also reliable and accurate;

c. The growth rate for administrative, professional, and technical, (APT) employment will increase at a rate greater than total government employment;

d. Community development programs and activities will increase as fast as or faster than other government activities;

e. New management technologies will provide the impetus for rapid APT growth in the field of general management; and

f. During the period 1970-1980, local governments and the state government will be able to meet their full revenue needs to hire a full complement of staff. There will be no major, extended budge freezes or other hiring limitations.

Following these assumptions, the employment projections were developed from the following data and information sources:

a. Previous population growth rates and patterns;

b. Growth patterns in government employment;

c. Population and employment projections developed by the Department of State Planning;

d. State and local government employment projections developed by the Bureau of Labor Statistics, U. S. Department of Labor; and

e. Information obtained through the interviews with key local and state government officials.

Every effort was made to tie projections to specific data sources, and other projections and trends. Nevertheless, there is some subjective judgment in these projections.

Project Coordination and Control

A characteristic of the research work for this manpower plan was the close involvement of local and state government officials at various stages in the project. For example, meetings were held with officials in each nonmetropolitan local government prior to the beginning of any research work. The purpose of these meetings was to acquaint officials with the nature and scope of the study and to enlist their support. In addition, explanatory meetings were held with various state officials, expecially those in the personnel department.

Concerted attempts were also made to coordinate the research work and tasks with the manpower planning projects being carried out by the Metropolitan Washington Council of Governments and the Regional Planning Council.

FIGURE A-1
SAMPLE EMPLOYEE QUESTIONNAIRE

0	0	5					1
(1)							(8)

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These first few questions deal with where you work and with some individual data. This information is of great importance to the study.

(9-10) Q1. Are you currently employed by the government of: (Please check *one*)

1 ☐ State of Maryland
or
2 ☐ Allegany County
3 ☐ Calvert County
4 ☐ Cambridge
5 ☐ Caroline County
6 ☐ Cecil County
7 ☐ Charles County
8 ☐ Cumberland
9 ☐ Dorchester County
10 ☐ Easton
11 ☐ Frederick County
12 ☐ Frederick (Town)
13 ☐ Garrett County
14 ☐ Hagerstown
15 ☐ Kent County
16 ☐ Oakland
17 ☐ Queen Anne's County
18 ☐ St. Mary's County
19 ☐ Salisbury
20 ☐ Somerset County
21 ☐ Talbot County
22 ☐ Wicomico County
23 ☐ Worcester County
24 ☐ Other (Please specify)_____

(11-12) Q2. How old were you on your last birthday?

1 ☐ under 21 years
2 ☐ 21-25 years
3 ☐ 26-30 years
4 ☐ 31-35 years
5 ☐ 36-40 years
6 ☐ 41-45 years
7 ☐ 46-50 years
8 ☐ 51-55 years
9 ☐ 56-60 years
10 ☐ 61-65 years
11 ☐ over 65 years

(13) Q3. Are you:

1 ☐ Male
2 ☐ Female

(14) Q4. Do you consider yourself:

1 ☐ White
2 ☐ Negro
3 ☐ Other (Please specify):_____

These next questions deal with your present job.

(15-16) Q5. For which department, independent board or commission do you work?

_____

(17) Q6. Within your department, board or commission, for which bureau, division, office or agency do you work? (If there are n bureaus, divisions, or the like, please check "None.")

☐ None
or_____

_____

(18-19) Q7. In what year did you start in your present position?

19_____

(20-21) Q8. What is your present grade or classification level? (If none, please write in "None.")

_____

Q9. What is your complete official job title?_____

(22-23) Q10. Which *one* of the following best describes your position or job?

1 ☐ Administrator/Supervisor/Administrative Generalist
2 ☐ Accountant/Auditor
3 ☐ Analyst (budget, management, personnel, program, systems, etc.)
4 ☐ Architect
5 ☐ Assessor/Appraiser
6 ☐ Buyer/Purchasing Agent
7 ☐ Caseworker
8 ☐ Counselor
9 ☐ Dentist
10 ☐ Draftsman
11 ☐ Engineer
12 ☐ Health Technician (laboratory, dental, medical, etc.)
13 ☐ Inspector (building, construction, electrical, housing, etc.)
14 ☐ Lawyer/Attorney
15 ☐ Librarian
16 ☐ Nurse
17 ☐ Physician
18 ☐ Planner
19 ☐ Public Safety Officer (police, fire, corrections, civil defense, etc.)
20 ☐ Psychologist
21 ☐ Sanitarian
22 ☐ Teacher/Instructor
23 ☐ Therapist (occupational, recreational, speech, etc.)
24 ☐ Other (Please specify):_____

Q11. What are your most important activities? (For example: reading blueprints, giving physical examinations, conductin inspections.)

_____

(24) Q12. Do you consider your present job primarily: (Please check *one*. If not sure, please review the definitions given earlier. If your job is divided evenly between two of these, or among all three, which is the *most important* aspect of your job?)

1 ☐ Administrative or supervisory
2 ☐ Professional
3 ☐ Technical

Q13. In a normal workweek, about what percent of your work time do you usually spend on each of the following kinds of tasks? (If answer is "None," please enter "0"%.)

Kind of task	Percentage of time spent on this kind of task
(25-26) Administrative or supervisory	_____%
(27-28) Professional (e.g., legal, planning, medical)	_____%
(29-30) Technical (e.g., building inspection, drafting)	_____%
(31-32) Clerical (e.g., typing, filing, preparing routine reports)	_____%
TOTAL (Please be sure that answers total 100%.)	_____%

(33) Q14. Are there tasks that are now a part of your job that could probably be performed adequately by "subprofessional" or "paraprofessional" aides (e.g., casework aide, health aide, research aide) or similar employees?

1 ☐ Yes
2 ☐ No
3 ☐ Not sure

(34) Q15. How many full-time employees report *directly* to you? (If there are seasonal or other fluctuations, what is the *usual* number?)

1 ☐ None
2 ☐ 1 employee
3 ☐ 2-3 employees
4 ☐ 4-5 employees
5 ☐ 6-9 employees
6 ☐ 10-14 employees
7 ☐ 15-19 employees
8 ☐ 20 or more employees

(35) Q16. For how many full-time employees are you responsible? (If there are seasonal or other fluctuations, what is the *usual* number?)

1 ☐ None
2 ☐ 1 employee
3 ☐ 2-5 employees
4 ☐ 6-9 employees
5 ☐ 10-19 employees
6 ☐ 20-49 employees
7 ☐ 50-99 employees
8 ☐ 100 or more employees

(36) Q17. Are *most* of the full-time employees for whom you are responsible: (Please check *one*)

1 ☐ Administrative or supervisory
2 ☐ Professional
3 ☐ Technical
4 ☐ Subprofessional or paraprofessional (aide or similar worker)
5 ☐ Clerical
6 ☐ Public safety officer (policeman, fireman)
7 ☐ Blue collar
8 ☐ Other (Please specify):_____
9 ☐ Does not apply; responsible for *none*

(37-38) Q18. What is the annual gross salary of your present job?

1 ☐ Less than $6,000
2 ☐ $ 6,000 - $ 7,999
3 ☐ $ 8,000 - $ 9,999
4 ☐ $10,000 - $11,999
5 ☐ $12,000 - $13,999
6 ☐ $14,000 - $15,999
7 ☐ $16,000 - $17,999
8 ☐ $18,000 - $19,999
9 ☐ $20,000 - $21,999
10 ☐ $22,000 - $23,999
11 ☐ $24,000 - $25,999
12 ☐ $26,000 or more

The next questions deal with jobs you have held previously, with either the local or state government for which you now work (your "current local or state government").

(39-40) Q19. In what year did you begin working on a continuous basis for your current local or state government? (This may be the same as your answer to Q7, or it may be earlier. If there was a break in your employment with this government, in what year did your most recent period begin?)

19_____

(41) Q20. What was your *first* paid full-time job with your current local or state government?

1 ☐ Administrative or supervisory
2 ☐ Professional
3 ☐ Technical
4 ☐ Subprofessional or paraprofessional (aide or similar worker)
5 ☐ Clerical
6 ☐ Public safety officer (policeman, fireman)
7 ☐ Blue collar
8 ☐ Other (Please specify):

_____

(42) Q21. In your current local or state government, for how many different departments, boards or commissions (including your present one) have you worked? (If as a result of reorganization your work unit was assigned to a new department, do not count such as a change.)

1 ☐ 1 department
2 ☐ 2 departments
3 ☐ 3 departments
4 ☐ 4 or more departments

(43) Q22. In your current local or state government, how many *different* jobs or positions (including your present job) have you held? (A new job or position means that the job title has changed as well as the duties and responsibilities of the position.)

1 ☐ 1 job
2 ☐ 2-3 jobs
3 ☐ 4-5 jobs
4 ☐ 6-7 jobs
5 ☐ 8-9 jobs
6 ☐ 10 or more jobs

(44) Q23. Before working for your current local or state government, did you ever have any other paid full-time job?

1 ☐ Yes
2 ☐ No

(If "No," please skip to Q31.) ↓

Q24-27 refer to the last full-time paid job you had *before* you started to work for your current local or state government.

(45-46) Q24. In that job, did you work for:

1 ☐ Other local government. If so, was it a:
  1 ☐ Municipality (city, District of Columbia, village, etc.)
  2 ☐ County
  3 ☐ Special district or authority, or Council of Governments
2 ☐ Other state government
3 ☐ Federal government (other than military service)
4 ☐ University, college, or other educational institution
5 ☐ Nonprofit agency or association
6 ☐ Yourself, in your own professional practice or business
7 ☐ Other private business or industry
8 ☐ Military service. If so, for how many years?
  1 ☐ less than 3 years
  2 ☐ 3-4 years
  3 ☐ 5-9 years
  4 ☐ 10-19 years
  5 ☐ 20 or more years
9 ☐ Other kind of employer (Please specify):

_____

(47-48) Q25. In what year did you begin working for that employer?

19____

(49) Q26. Was that job in: (If your previous job was in more than one place, such as a member of the military, please answer on the basis of where you were located immediately prior to assuming your current government position.)

1 ☐ Maryland
2 ☐ District of Columbia
3 ☐ Virginia
4 ☐ West Virginia
5 ☐ New York
6 ☐ Pennsylvania
7 ☐ Other state, *east* of the Mississippi River (Please specify):_____
8 ☐ Other state, *west* of the Mississippi River (Please specify):_____
9 ☐ Outside the United States

(50) Q27. In your last job with that employer, was your work: (Please check *one*)

1 ☐ Administrative or supervisory
2 ☐ Professional
3 ☐ Technical
4 ☐ Subprofessional or paraprofessional (aide or similar worker)
5 ☐ Clerical
6 ☐ Public safety officer (policeman, fireman)
7 ☐ Blue collar
8 ☐ Other (Please specify):_____

(51) Q28. Did you work full-time for any other employer before that?

1 ☐ Yes
2 ☐ No

(If "No," please skip to Q31.) ↓

(52-53) Q29. In your *first* full-time paid job, did you work for:

1 ☐ Local government. If so, was it a:
  1 ☐ Municipality (city, District of Columbia, village, etc.)
  2 ☐ County
  3 ☐ Special district or authority, or Council of Governments
2 ☐ State government
3 ☐ Federal government (other than military service)
4 ☐ College, university, or other educational institution
5 ☐ Nonprofit agency or association
6 ☐ Yourself, in your own professional practice or business
7 ☐ Other private business or industry
8 ☐ Military service. If so, for how many years?
  1 ☐ less than 3 years
  2 ☐ 3-4 years
  3 ☐ 5-9 years
  4 ☐ 10-19 years
  5 ☐ 20 or more years
9 ☐ Other kind of employer (Please specify):

_____

(54-55) Q30. In what year did you start your first full-time paid job?

19_____

The next questions are concerned with your education.

(56) Q31. What was the last year of school you completed?

1 ☐ Elementary School
2 ☐ High School, 1-3 years
3 ☐ High School, 4 years
4 ☐ College, 1-3 years
5 ☐ College, 4 years
6 ☐ One or more years beyond college

(If you have checked one of these answers, please skip to Q35.)

Q32. What college or university degrees have you received? (Please check *all that apply.*)

(57) 1 ☐ No degree
(58) 2 ☐ Associate of Arts or Sciences
(59) 3 ☐ Bachelor's Degree (What was major field?)_____
(60) 4 ☐ MA/MS (What was major field?)_____
(61) 5 ☐ MPA/MGA
(62) 6 ☐ Master's in City/Urban Planning
(63) 7 ☐ Master's in Engineering
(64) 8 ☐ Other Master's Degree (Please specify):_____
(65) 9 ☐ LLB/JD
(66) 10 ☐ MD
(67) 11 ☐ PhD or other earned Doctorate
(68) 12 ☐ Other (Please specify):_____

0	0	5					2

(1) (8)

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(9-14)

NOTE: If you have earned more than one degree at the same general level of education, such as two master's degrees or a master's degree and a law degree, please base your answers to Q33 and Q34 on the *most recent* degree that you earned.

(15-16) Q33. At your *highest* level of education, what was your major field of study?

1 ☐ Accounting
2 ☐ Architecture
3 ☐ Business administration
4 ☐ Education
5 ☐ Engineering
6 ☐ English/journalism
7 ☐ Law
8 ☐ Library science
9 ☐ Medicine
10 ☐ Natural sciences (biology, chemistry, geology, mathematics, physics, etc.)
11 ☐ Nursing
12 ☐ Planning
13 ☐ Political science/public administration
14 ☐ Public safety (police, fire, etc.)
15 ☐ Recreation
16 ☐ Social sciences (economics, geography, history, psychology, sociology, statistics, etc.)
17 ☐ Social work
18 ☐ Other (Please specify): _____

(17) Q34. At your *highest* level of education, from what college or university did you receive your degree? (Please check only *one*)

1 ☐ None – have not received a degree
2 ☐ University of Maryland
3 ☐ A Maryland state college (Please specify): _____
4 ☐ A community or junior college in Maryland (Please specify): _____
5 ☐ Other college or university in the State of Maryland (Please specify): _____
6 ☐ Other college or university located in the Washington metropolitan area (e.g., American University, George Washington University, Howard University – Please specify): _____
7 ☐ Other college or university (Please specify): _____

(18) Q35. Are you currently taking any college or university courses for credit?

1 ☐ Yes
2 ☐ No

(19) Q36. Are you currently enrolled in either an undergraduate or graduate degree program?

1 ☐ Yes
2 ☐ No

The next few questions have to do with courses, workshops, seminars, institutes, or other educational programs related to your work that you may have taken while working at a full-time job during the last 12 months. This includes *all* such courses, whether taken during or outside of normal working hours.

Q37. During the last 12 months, have you taken any such job-related courses or programs?

(20) 1 ☐ Yes, while working for my current department
(21) 2 ☐ Yes, while working for *another* department of my current local or state government
(22) 3 ☐ Yes, while working for another employer
(23) 4 ☐ No

(If "No," please skip to Q42.)

Q38. Which of the following kinds of courses or programs did you take during the last 12 months? (Please check *all that apply.*)

(24) 1 ☐ Courses conducted by local or state government

Q39. By whom were these courses conducted? (Please check *all that apply.*)

(25) 1 ☐ Central personnel office
(26) 2 ☐ Someone in your department
(27) 3 ☐ Someone in another department
(28) 4 ☐ Someone else in the government

(29) 2 ☐ Courses offered by colleges and universities *in* the State of Maryland

Q40. Were these: (Please check *all that apply.*)

(30) 1 ☐ Courses for academic credit
(31) 2 ☐ Short courses or institutes
(32) 3 ☐ Other (Please specify):

_____

(33) 3 ☐ Courses offered by other colleges and universities

(34) 4 ☐ Courses offered by the U.S. Department of Agriculture Graduate School

(35) 5 ☐ Workshops, institutes, seminars, etc. offered by professional associations (Do not count annual conferences or periodic local meetings.)

(36) 6 ☐ Correspondence courses

(37) 7 ☐ Any other courses (Please specify):_____

(38) Q41. During the last 12 months, what was the total number of your working hours spent on these courses?

1 ☐ 0 hours
2 ☐ 1-20 hours
3 ☐ 21-40 hours
4 ☐ 41-60 hours
5 ☐ 61-80 hours
6 ☐ 81-120 hours
7 ☐ 121-200 hours
8 ☐ more than 200 hours

(39) Q42. During the last 12 months, was there any course or program related to your work offered that you wanted to take but could not?

1 ☐ Yes
2 ☐ No

(If "No," please skip to Q44.)

Q43. In deciding that you couldn't take the course(s), how important was each of the following reasons? (Please check *one* answer for *each* reason.)

Reason	1 Very Important	2 Fairly Important	3 Not Important	4 Did Not Apply
(40) Employer would not pay cost	☐	☐	☐	☐
(41) Employer would not grant release of work time	☐	☐	☐	☐
(42) I could not spare the working time	☐	☐	☐	☐
(43) I could not spare the personal time	☐	☐	☐	☐
(44) I did not learn about the course soon enough	☐	☐	☐	☐
(45) Any other reason that was fairly important or very important (Please specify):	☐	☐		

_____

_____

Q44. What kind of training, if any, do you feel would be of help to you in your present job? (Please check *all that apply.*)

(46) 1 ☐ None
(47) 2 ☐ Administrative or supervisory skills (e.g., decision-making theory)
(48) 3 ☐ Professional education refresher courses (e.g., new engineering-related technologies)
(49) 4 ☐ Technical education refresher courses (e.g., new technologies of home building for inspectors)
(50) 5 ☐ Courses in current government problems (e.g., human relations)
(51) 6 ☐ General education courses (e.g., rapid reading, basic English)
(52) 7 ☐ Other (Please specify):_____

The following questions are designed to let you express your feelings of satisfaction or dissatisfaction with your career, you present position, and the local or state government by which you are employed. Since we are asking about opinions and feelings there are no "right" or "wrong" answers.

Q45. Each of us wants certain things from the jobs he holds, but of course we don't all want the same things. If you try to imagine what an ideal job – a "dream job" – would be like for *you,* how would you describe it? What would it have to be like to be the *best possible* job for *you?*

_____

_____

_____

Is there anything else?_____

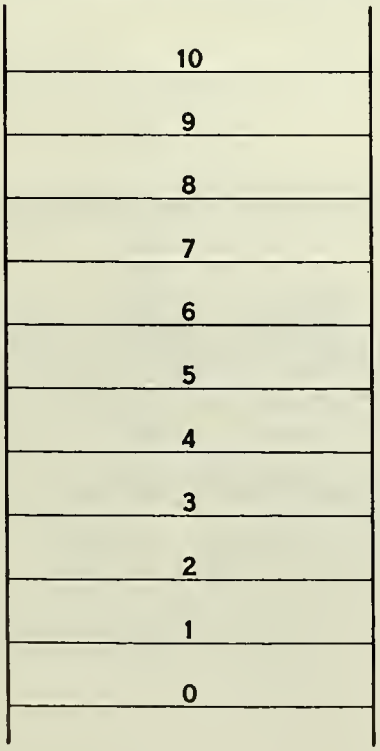
Q46. Now suppose you tried to imagine the *worst possible* job situation for a person *like you.* How would you describe that?

_____

_____

_____

Is there anything else?_____



This represents a ladder. Let's say that the top of the ladder – Step 10 – represents what you described as the *best possible* kind of job for you. The bottom, marked "0," represents what you described as the *worst possible* job for you.

Q47. On which step of the ladder do you feel that you personally stand at the present time? Step number_____ (53-54)

Q48. Where on the ladder would you say that you stood *five years ago?* (If not working five years ago, please check here: ☐) Step number_____ (55-56)

Q49. And where do you feel that you will be on the ladder *five years from now?* Step number_____ (57-58)

0	0	5					3

(1) (8)

Do Not Write in This Space

9-14)

Q50. Below is a list of aspects of jobs which are more important to some people and less important to others. In rating a job as a good job or a bad job for you, *how important* would you consider each of the following? (Please check one answer on each line.)

Aspect of Job	1 Very Important	2 Fairly Important	3 Not Important
(15) Performing challenging assignments	☐	☐	☐
(16) Receiving recognition for a job well done	☐	☐	☐
(17) Work requiring the use of my best abilities	☐	☐	☐
(18) A feeling of achievement in my work	☐	☐	☐
(19) My working relationship with my supervisor	☐	☐	☐
(20) Opportunity for promotion on my job	☐	☐	☐
(21) My working relationship with my co-workers or colleagues	☐	☐	☐
(22) Amount of responsibility I have on my job	☐	☐	☐
(23) A smooth and efficient work group	☐	☐	☐
(24) Training and experience on the job that will help personal growth	☐	☐	☐
(25) Salary level and other financial rewards	☐	☐	☐
(26) Opportunity to be creative and innovative	☐	☐	☐
(27) Opportunity to improve the quality of life for the people of the community or of the state.	☐	☐	☐

Q51. Thinking now of *your present job,* how satisfied are you with each of the following aspects? Very satisfied, satisfied, dissatisfied, or very dissatisfied? (Please check *one answer on each line.*)

Aspect of job	1 Very Satisfied	2 Satisfied	3 Dissatisfied	4 Very Dissatisfied
(28) Performing challenging assignments	☐	☐	☐	☐
(29) Receiving recognition for a job well done	☐	☐	☐	☐
(30) Work requiring the use of my best abilities	☐	☐	☐	☐
(31) A feeling of achievement in my work	☐	☐	☐	☐
(32) My working relationship with my supervisor	☐	☐	☐	☐
(33) Opportunity for promotion on my job	☐	☐	☐	☐
(34) My working relationship with my co-workers or colleagues	☐	☐	☐	☐
(35) Amount of responsibility I have on my job	☐	☐	☐	☐
(36) A smooth and efficient work group	☐	☐	☐	☐
(37) Training and experience on the job that will help personal growth	☐	☐	☐	☐
(38) Salary level and other financial reward	☐	☐	☐	☐
(39) Opportunity to be creative and innovative	☐	☐	☐	☐
(40) Opportunity to improve the quality of life for the people of the community or of the state.	☐	☐	☐	☐

The next three questions deal with your *opinions or impressions* of job satisfactions and rewards in positions comparable to your present one, in various kinds of employment – governmental or non-governmental. Since you probably will have little personal experience with some of these job settings, you will be telling how these kinds of employment look to public employees.

Q52. If you held a position similar to your present one in work duties and at a similar level of organization, with each of the following kinds of employer, do you think that your *total personal income* would be greater than it is now, or less, or about the same? (Please check *one* answer for *each* kind of employer.)

Kind of Employer	Total Personal Income Would Probably Be: 1 Greater	2 Same	3 Less	4 Don't Know	5 Doesn't Apply in my Field
(41) Federal government	☐	☐	☐	☐	☐
(42) Another state government	☐	☐	☐	☐	☐
(43) Other local government outside Maryland	☐	☐	☐	☐	☐
(44) Nonprofit agency or association	☐	☐	☐	☐	☐
(45) Private business	☐	☐	☐	☐	☐
(46) Self-employed professional practice	☐	☐	☐	☐	☐

Q53. With each of these kinds of employer and in a similar position, do you think that your opportunities to develop your own ideas and start new programs would probably be greater than now, or less, or about the same? (Please check *one* answer for *each* kind of employer.)

Kind of Employer	Opportunities to Develop Own Ideas and Start New Programs Probably: 1 Greater	2 Same	3 Less	4 Don't Know	5 Doesn't Apply in my Field
(47) Federal government	☐	☐	☐	☐	☐
(48) Another state government	☐	☐	☐	☐	☐
(49) Other local government outside Maryland	☐	☐	☐	☐	☐
(50) Nonprofit agency or association	☐	☐	☐	☐	☐
(51) Private business	☐	☐	☐	☐	☐
(52) Self-employed professional practice	☐	☐	☐	☐	☐

Q54. And in a similar position to your present one with each kind of employer, do you think that your opportunities to *improve the quality of people's lives* would be greater than now, or less, or about the same? (Please check *one* answer for *each* kind of employer.)

Kind of Employer	Opportunity to Improve People's Lives Probably: 1 Greater	2 Same	3 Less	4 Don't Know	5 Doesn't Apply in my Field
(53) Federal government	☐	☐	☐	☐	☐
(54) Another state government	☐	☐	☐	☐	☐
(55) Other local government outside Maryland	☐	☐	☐	☐	☐
(56) Nonprofit agency or association	☐	☐	☐	☐	☐
(57) Private business	☐	☐	☐	☐	☐
(58) Self-employed professional practice	☐	☐	☐	☐	☐

Now consider for a moment *the local or state government for which you currently work* – not just your own department, board, or agency, but *the whole government.*

Q55. Compared to other governments (the federal government, other state and local governments) in the area, and as far as you know, how successful do you feel the government for which you are now working is in accomplishing each of these purposes? (Please check *one* answer on *each* line.)

Purpose	1 Very Successful	2 Fairly Successful	3 Not Successful	4 Don't Know
(59) Improving the physical structure of the community or the area	☐	☐	☐	☐
(60) Increasing the economic well-being of the area	☐	☐	☐	☐
(61) Promoting the economic well-being of the residents	☐	☐	☐	☐
(62) Guaranteeing the safety and security of the public	☐	☐	☐	☐
(63) Providing opportunity for individual development and self-fulfillment	☐	☐	☐	☐
(64) Reaching effective solutions to social problems	☐	☐	☐	☐

The next two questions deal with retirement.

(65) Q56. Are you *eligible* to retire *with full benefits* during the next five years?

1 ☐ Yes
2 ☐ No

(66) Q57. Do you plan to retire during the next five years?

1 ☐ Yes
2 ☐ No

And now a last item of personal information.

(67) Q58. Were you born in:

1 ☐ District of Columbia
2 ☐ Maryland
3 ☐ Virginia
4 ☐ West Virginia
5 ☐ New York
6 ☐ Pennsylvania
7 ☐ Other state, *east* of the Mississippi River (Please specify):_____
8 ☐ Other state, *west* of the Mississippi River (Please specify):_____
9 ☐ Outside the United States

Q59. Date Completed: / / 1969

Please look over your questionnaire to be sure that you have answered all of the questions applying to you. Then please fold the questionnaire with the return address and postage showing on the outside. Seal the questionnaire at the bottom, using either tape or staples, and mail.

If you have additional comments about this questionnaire, about your job, or public service employment in general, we are eager to have them. Use the space on the opposite page to write them in, or send them under separate cover to Mr. Andrew Boesel, Washington Center for Metropolitan Studies, 1717 Massachusetts Avenue, N.W., Washington, D.C. 20036.

THANK YOU FOR YOUR COOPERATION AND ASSISTANCE

FIGURE A-2

SAMPLE INTERVIEW SCHEDULE

OFFICIAL INTERVIEWED:_____
TITLE:_____
JURISDICTION:_____
DATE:_____

I. CURRENT MANPOWER NEEDS

1. What kinds of administrative, professional, and technical (APT) vacancies currently exist in your department?
   A. Where are they? How many?
      (1) In what job categories?
         a. Administrators
         b. Professionals
         c. Technicans
         d. Others
      (2) At what grade/classification level?
      (3) In what skill/occupational areas?
         (Engineers, inspectors, planners, etc.)

   B. In your opinion, why do these vacancies exist?
      (1) Could it be the attraction of other employers?
         (private industry, the federal government, other government agencies in the area)
      (2) Is it a universal scarcity of these individuals?
         (none being developed in universities, etc.)
      (3) Are the vacancies the result of normal turnover and attrition?
      (4) Are there any other important reasons?

   C. Which vacancies are most critical to the functions and missions of the department and/or the municipality?

   D. What are you doing to fill all the vacancies in your department? What about those critical vacancies?

2. If there are no vacancies, or vancancies are somwhat insignificant, what is your opinion as to why this situation exists?

3. Given your current APT staff, are there skill and/or service areas that are not being met? In other words, how qualified is your current staff to carry out the assigned duties and responsibilities of the department? What kinds of employees are involved?
   A. Occupation/skill areas;
   B. Grade/classification level;
   C. Type of employee; (administrative, professional, technical)

4. What is the quality of departmental managerial backup strength?
   A. What about the top management levels in the department? (deputy, assistants, bureau and division chiefs)
   B. What about middle management?

5. What about the quality of backup strength throughout the government?

6. Do you feel that there is an underutilization of professional and/or technical skills by employees in your department? The government?
   A. What kinds of skills are involved?
   B. How extensive is the problem?

7. Looking at it from the other side, do you feel that there are APT employees who are being required to carry out duties and responsibilities for which they have not received sufficient training and preparation? By this we mean an overutilization of APT staff.
   A. What kinds of skills are involved?
   B. How extensive is the problem?

8. Is the full authorized strength of your department (given staff with fully qualified and capable employees) adequate to carry out the present duties and responsibilities of the department? Are you understaffed?

9. To the best of you knowledge, from where is your current APT staff drawn?
   A. Do they come from Maryland colleges and universities? Other schools in the area?
   B. Who were their previous employers?
   C. Do you have any idea where your employees stood in school? Do you get employees who were at the top of their class? The middle? The bottom third?

10. During the past year, what has been your experience with losing APT staff?
   A. How many employees? Extent of problem?
   B. What types of employees left? (administrators, professionals, technicians)
   C. What occupational/skill areas were involved?
   D. What grade/classification levels?
   E. To what kinds of new employers did former staff go?
   F. Why did they leave your department? This government?

11. Is APT turnover getting better or worse?
   A. What steps have been taken to decrease the problem?
   B. What steps are now being taken?
   C. What else needs to be done?

12. Is the manpower supply problem getting better or worse?

II. FUTURE NEEDS

1. Do you do any manpower planning? If yes, please explain.

2. Does your department do any long-range physical planning? Is there a capital budget that covers your department?

3. What kinds of manpower needs do you foresee for next year (1971)?
   A. What are the most important occupation/skill areas?
   B. What grade levels will experience the greatest growth?
   C. What types of new employees (administrators, professionals, technicians) will be most in demand?

4. What are the reasons for the growth, or maintenance, of the status quo? For example:
   New programs or services;
   New ways to deliver services (decentralization);
   New administrative procedures (automation);
   Natural growth;
   New personnel to replace previous APT losses.

5. Do you think you will have much difficulty in recruiting and hiring new staff? Please explain.

6. Looking five (5) years into the future, what major changes do you foresee in your department or the government? (New programs, services areas, etc.)
   A. What impact will these changes have on APT staffing levels?
   B. What skill/occupational areas will be most affected?
   C. What kinds of employees (administrators, professionals, technicians, etc.) will be most crucial to carry out these changes?
   D. What problems do you foresee in your department's ability to attract and retain these employees?

7. What is your projection for the year 1980?
   A. Departmental responsibilities, methods of operation, etc.;
   B. APT staffing levels;
   C. Critical job skills.

III. EDUCATION AND TRAINING

NOTE: This first part deals with training opportunities offered by the local and state government.

1. What kinds of courses are available? For example:
   Orientation;
   Mid-career;
   Management training programs;
   Short courses;
   Workshops, seminars.

2. To what extent are these courses utilized by your staff?

3. What have you done to encourage participation by employees?

4. What kinds of training did you participate in last year?

5. What agency, department, or office offers the training courses in the government? Who coordinates training in your department?

6. What is your opinion of the value of these courses?
   A. To employees?
   B. To the department and the government as a whole?

7. What improvements, if any, are needed in current programs to better suit the needs of the department?

8. Do you feel that any new courses are needed? If so, what kinds and in what subject areas?

9. A. What obstacles must be overcome to expand training programs?
   B. To make them more relevant for the department?

10. What are your greatest in-service training needs?

11. What types of courses, programs, etc., would you like to see included in the state's Title VIII Community Development Training Program?

12. Where do you think these courses should be offered?

NOTE: This part deals with university and college training and education.

13. What is your knowledge of courses and programs being offered by area or Maryland colleges and universities?

14. What is your impression of these courses?
   A. Do they pertain directly to local and state government needs?
   B. What schools seem to be doing the most? The least?

15. What is your opinion of internship or work-study programs?
   A. What has been your previous experience?
   B. How many could you handle at one time?
   C. Who gets the most out of an internship? The student or the government?

16. Does your department grant work-time release for training or education? Please explain.

17. How would you respond to a university-based in-service program for executives and middle management?

18. What kinds of programs have you participated in?

19. What would you like to see the colleges and universities do concerning either their pre-service or in-service education work?

IV. MANPOWER MANAGEMENT

1. How does your department handle the following personnel functions?
   A. Recruitment;
   B. Testing;
   C. Job specifications;
   D. Position classification;
   E. Training programs;
   F. Employee morale;
   G. Union negotiations.

2. How do you make your manpower needs known to the budget office? The personnel department? The chief administrator? Elected political officials?

3. Is your current role in personnel management the role that a department head should assume? If yes, please explain.
   If no: What changes are needed? What obstacles are present?

4. How frequent is your contact with the central personnel department?

5. Is there a departmental personnel officer? If yes, who?

NOTE: This part deals with your views of the government's personnel system.

1. How effective do you think the personnel system is in handling the following functions?
   A. Recruitment;
   B. Testing;
   C. Job specifications;
   D. Position classification;
   E. Training opportunities;
   F. Union negotiations;
   G. Manpower levels;
   H. Salary;
   I. Retirement benefits;
   J. Other fringe benefits.

2. What is your opinion of the ability of the government's personnel system to adapt to new demands and pressures?
   A. How flexible are the rules?
   B. How realistic are the rules?

3. How much political influence is there in the personnel system?

4. What kind of interdepartmental communication and coordination is there concerning manpower management? What changes, if any, are needed? Who should bring them about?

NOTE: This party deals with you views of various metropolitan, regional, or statewide approaches to manpower problems.

1. Do you favor more comprehensive approaches to manpower problems? Why? What advantages/disadvantages do you see?

2. What is your view of the feasibility and then the effect of the following possible metropolitan, regional, or statewide manpower activities?
   A. Recruitment;
   B. Testing-eligibility rosters;
   C. Training programs;
   D. Retirement system or transferability of credits;
   E. Uniform personnel administration:
      Salaries
      Job specifications
      Classification
      Fringe benefits

3. What obstacles are present for comprehensive personnel activities? How critical are they?

4. What type of personnel technical assistance do you think should be provided by the State Personnel Department? How would you use it?

NOTE: This final section deals with various structural changes in personnel operation.

1. Do you think the local and state governments should make a concerted effort to hire minority group members? Women?

2. Do you think existing professional or technical jobs could be restructured to provide for better utilization of existing skills?
   A. Should greater emphasis be given to subprofessionals?
   B. What about part-time women?

3. Do you think existing professional requirements are realistic? Are they too high?

V. GENERAL OBSERVATIONS

What additional views, ideas, opinions, etc., do you have concerning manpower management in your government, in the area, or in the general field of public service careers?

For example: If you could have one wish concerning manpower, what would it be?

APPENDIX B

EDUCATION AND TRAINING RESOURCES

Federal assistance to state and local government has grown rapidly. A number of programs and approaches have evolved to assit these governments in strengthening their personnel management and training capabilities. However, a general characteristic of most of these efforts is that they are tied to fairly narrow projects and functions. Training assistance is related closely to categorical grants-in-aid.

This Appendix seeks to give the readers a brief idea of some of the major federal programs for training assistance. It does not seek to provide a comprehensive picture of available federal resources. Persons interested in the broad range of federal grant-in-aid programs relating to personnel management and training should review either the Catalog of Federal Domestic Assitance, published by the Office of Economic Opportunity, or the Cities Handbook, prepared by the Center for Community Planning of the Department of Health, Education, and Welfare.

Basic Provisions of Title VIII, Housing Act of 1964
(Public Law 88-560)

TITLE VIII--TRAINING AND FELLOWSHIP PROGRAMS

Part 1--Federal-State Training Programs

SEC. 801.(a) The Congress finds that the rapid expansion of the Nation's urban areas and urban population has caused severe problems in urban and suburban development and created a national need to (1) provide special training in skills needed for economic and efficient community development and (2) support research in new or improved methods of dealing with community development problems.

(b) It is the purpose of this part to assist and encourage the States, in cooperation with public or private universities and colleges and urban centers, and with business firms and associations, labor unions, and other interested associations and organizations to (1) organize, initiate, develop, and expand programs which will provide special training in skills needed for economic and efficient community development to those technical, professional, and other persons with the capacity to master and employ such skills who are, or are training to be, employed by a governmental or public body which has responsibility for community development, or by a private nonprofit organization which is conducting or has responsibility for housing and community development programs; and (2) support State and local research that is needed in connection with housing programs and needs, public improvement programing, code problems, efficient land use, urban transportation, and similar community development problems.

Part 2--Fellowships for City Planning and Urban Studies

The purpose of this section is to provide fellowships for the graduate training of professional city planning and urban and housing technicians and specialists. Persons shall be selected for such fellowships solely on the basis of ability and upon the recommendation of the Urban Studies Fellowship Advisory Board. Fellowships shall be solely for training in public and private nonprofit institutions of higher education having programs of graduate study in the field of city planning or in related fields (including architecture, civil engineering, economics, municipal finance, public administration, and sociology), which programs are oriented to training for careers in city and regional planning, housing, urban renewal, and community development.

TITLE IX--EDUCATION FOR THE PUBLIC SERVICE

SEC. 901. It is the purpose of this act to establish a program of grants and fellowships to improve the education of students attending institutions of higher education in preparation for entrance into the service of State, local, or Federal governments, and to attract such students of the public service.

Part A--Grants and Contracts to Strengthen and Improve Education for the Public Service

SEC. 903. The Secretary is authorized to make grants to or contracts with institutions of higher education, or combinations of such institutions, to assist them in planning, developing, strengthening, improving, or carrying out programs or projects either for the preparation of graduate or professional students to enter the public service or for research into, or development or demonstration of, improved methods of education for the public service. Such grants or contracts may include payment of all or part of the cost of programs or projects such as--

(1) planning for the development or expansion of graduate or professional programs to prepare student to enter the public service;

(2) training and retraining of faculty members;

(3) strengthening the public service aspects of courses or curriculums leading to a graduate or professional degree;

(4) establishment, expansion, or operation of centers for study at the gradate or professional level (but not including payment for construction or acquisition of buildings);

(5) conduct of short-term or regular session institutes for advanced study by persons engaged in, or preparing to engage in, the preparation of students to enter the public service;

(6) carrying out innovative and experimental programs of cooperative education involving alternate periods of full-time or part-time academic study at the institution and periods of full-time or part-time public service; and

(7) research into, and development of, methods of training students or faculty, including the preparation of teaching materials and the planning of curriculum.

Part B--Public Service Fellowships

Award of Public Service Fellowships

SEC. 911. The Secretary is authorized to award fellowships in accordance with the provisions of this party for graduate or professional study for persons who plan to pursue a career in public service. Such fellowships may not exceed three academic years.

SEC. 913. The Secretary shall approve a graduate or professional program of an institution of higher education upon application by the institution and upon his findings;

(1) that such program has as a principal or significant objective for education of persons for the public service, or the education of persons in a profession or vocation for whose practitioners there is a significant and continuing need in the public service as determined by the Secretary after such consultation with other agencies as may be appropriate;

(2) that such program is in effect and of high quality, or can readily be put into effect and may reasonably be expect to be of high quality;

(3) that the application contains satisfactory assurance that the institution will recommend to the Secretary, for the award of fellowships under this part, for study in such program, only persons of superior promise who have demonstrated to the satisfaction of the institution a serious intent to enter the public service upon completing the program; and the institution will make reasonable continuing efforts to encourage recipients of fellowships under this part, enrolled in such programs, to enter the public service upon completing the program.

SEC. 915. A person awarded a fellowship under the provisions of this part shall continue to receive the payments provided in this part only during such periods as the Secretary finds that he is maintaining satisfactory proficiency and devoting full time to study or research in the field in which such fellowship was awarded in an institution of higher education, and is not engaging in gainful employment other than employment approved by the Secretary.

Summary of the Intergovernmental Personnel Act of 1969

The purpose of this act is to reinforce the federal system by strengthening the personnel resources of State and local governments, to improve intergovernmental cooperation in the administration of grant-in-aid programs, to provide grants for improvement of State and local

personnel administration, to authorize federal assistance in training State and local employees, to authorize interstate compacts for personnel and training activities, and to facilitate the temporary assignment of personnel between the federal government, and State and local governments.

Title II--Strengthening State and Local Personnel Administration

The federal government, through the U. S. Civil Service Commission, is authorized to make grants to State for up to 75 percent of the costs for such programs as:

(1) establishment of statewide personnel systems of general or special functional coverage to meet the needs of urban, suburban or rural governmental jurisdictions that are not able to provide sound career services, opportunities for advancement, adequate retirement, and leave systems, and other career inducements for well-qualified APT personnel;

(2) making State grants to local governments for strengthening personnel administration;

(3) assessment of State and local government needs for APT manpower and the initiation of time and appropriate action to meet these needs;

(4) strengthening one or more major areas of personnel administration such as recruitment and selection, training and development, and pay administration;

(5) undertaking research and demonstration projects to develop and apply better personnel administration techniques; (projects can be conducted by State and local governments, colleges and universities, or nonprofit organizations.)

(6) Strengthening the recruitment, selection, assignment, and development of handicapped persons, women, and members of disadvantaged groups;

(7) achieving the most effective use of scarce APT personnel; and

(8) increasing intergovernmental cooperation in personnel administration, including recruitment, training, education, manpower utilization, and fringe benefits.

Grants may be made directly to general local governments or combinations of such governments if the State does not elect to file its own application.

This title also establishes a system for cooperation between the federal government, the State governments, and local governments for recruitment and examination of prospective employees.

Title III--Training and Developing State and Local Employees

This title, first of all, permits State and local employees to be admitted to federal training programs. It also allows federal departments and agencies conducting grant-in-aid programs to establish special training programs for State and local employees working in these affected program areas.

The U.S. Civil Service Commission is also authorized to make grants to States and general local governments for up to 75 percent of the cost of developing and carrying out training and education programs for APT staff. These grants, however, cannot be used to cover full-time graduate study. Emphasis shall be placed on innovation and diversity in programs.

Grants shall be made to State governments, unless the government does not wish to exercise this option. Then grants can be made directly to a general local government, or a combination of such government, that has a population in excess of 50,000.

The Commission is also authorized to make grants to other organizations to pay up to 75 percent of the costs of providing training to State and local government APT personnel. Other organizations include:

(1) a national, regional, statewide, areawide, or metropolitan organization representing member State or local governments;

(2) an association of State or local public officials; or

(3) a nonprofit organization whose principal functions are to offer professional advisory, research, development, education, or related services to governments.

A national fellowship is also established to allow State and local APT employees to pursue full-time graduate study.

Title IV--Mobility of Federal, State, and Local Employees

The purpose of this title is to provide for the temporary assignment of personnel between the federal government and State and local governments and institutions of higher education.

Under this title, public service employees may accept temporary assignments (two years with a maximum extension of two additional years) with other levels of government. Under this program employees would continue to receive their current salary as well as benefit of any increases while working for another government. Retirement credits and other fringe benefits will also remain in effect even though the employee is assigned to another government.

Additional Sources of Federal Assistance for Education and Training

A. College Student Work-Study (HEW)
Nature and Purpose: This program helps students finance their college education by providing grants to colleges and universities which support projects for student employment, both on and off campus. All employment must be with public or private nonprofit agencies. The off-campus portion of employment in local government has been given the name "Urban Corps."

B. Title I--Community Service and Education (HEW)
Nature and Purpose: This program provides grants to States to enable them to apply the resources of the public and private institutions of higher education to the solution of community problems by enlarging and extending university extension and continuing education programs, and by encouraging institutions to undertake programs of research and training in community problems. Particular emphasis is to be given such problems as housing, poverty, government, recreation, employment, youth opportunities, transportation and land use.

C. Library Personnel Training (HEW)
Nature and Purpose: This program provides grants to colleges and universities for the support of fellowships and institutes to train persons in librarianship. Fellowships may be established at the master's, post-master's, or doctoral levels in library and information services. The overall purpose of the program is to improve the qualifications of persons serving all types of libraries, information centers, or instructional materials centers offering library services.

D. State Personnel Merit Systems-Technical Assistance (HEW)
Nature and Purpose: This program provides technical assistance to State and local personnel and merit system agencies in improving their systems of personnel administration. Assistance is directed primarily to personnel agencies serving employees of such federally-aided grant programs as public assistance, public health, mental health, employment security, and civil defense. Assistance includes consultant services covering the development of personnel laws and rules, classification, compensation, recruitment, and equal employment opportunities. Training institutes for State and local merit system staffs are conducted when required.

E. Air Polution-Training and Fellowships (Public Health Service)
Nature and Purpose: Training Grants: Grants are awarded to universities and other academic institutions to help them conduct graduate-level training programs in an effort to increase the overall supply of personnel training for air pollution control work. Fellowship Grants: Individual trainees are eligible for fellowship awards to help them meet the expenses of advanced training in the air pollution field.

Short Course Training: These courses provide intensive training concerning basic knowledge, methodology, and laboratory practice for professional people in the field of air pollution and related activities. The purpose is to expand the supply of trained air pollution control specialists throughout the country.

F. Food and Drug Training for State and Local Officials (Public Health Service)
Nature and Purpose: The objective in providing these training opportunities is to advance the interest and capabilities of State and local regulatory officials in assuming a greater portion of regulatory and voluntary compliance programs in which federal, State, and local officials have mutual responsibilities. The courses cover administrative, inspectional, and analytical training. All courses are provided free to State and local officials.

G. Child Welfare Training (HEW)
Nature and Purpose: This program provides training grants to accredited institutions of higher learning to strengthen their resources for training students for work in the field of child welfare; provides traineeships for students interested in the field; and supports short-training courses. The program is intended to provide a pool of trained personnel for work in the field of child welfare and to help institutions of higher learning train a greater number of persons for work in the field.

H. Water Pollution Control-Training Grants and Research Fellowships (Water Pollution Control Federation, Department of the Interior)
Nature and Purpose: The purpose of this program is to increase substantially the number and quality of trained professionals, subprofessionals, and others engaged in water pollution control activities. This is done through training grants and research fellowships. Training grants provide partial support to assist public and other institutions to establish, expand, or improve training opportunities for individuals planning courses in practice, administration, research, or teaching in the field of water pollution control. Research fellowships provide support to highly qualified individuals pursuing advanced degrees directly related to and leading to careers in water pollution control.

I. Law Enforcement Assistance-Student Loans and Tuition Aid (Law Enforcement Assistance Administration, Department of Justice)
Nature and Purpose: This program provides financial assistance, grants and loans, to full- and part-time students enrolled in approved law enforcement curricula at accredited institutions of higher education.

J. Urban Transportation Managerial Training Grants (DOT)
Nature and Purpose: Grants are available to public bodies for the purpose of providing fellowship awards for the advanced training, at public or private nonprofit institutions of higher education, of personnel employment in managerial, technical, and professional positions in the urban

mass transportation field. Not more than 100 fellowships may be awarded in any year. Grant assistance toward each fellowship may not exceed $12,000 or 75 percent of the sum of (1) tuition and related costs; (2) other costs incurred by the university in connection with the fellowship; and (3) the continuing salary being paid to the fellow by his employer.

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